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**Project Evaluation:
Review of Tanzanian-Finnish Support to the Implementation
of the Tanzania Forestry Action Plan, 1991 - 1994**

**Paula J. Williams, Oku O'Kting'ati,
and Peter Gilruth**

**Center for International Development and Environment
World Resources Institute
1709 New York Avenue, NW, Suite 700
Washington, DC 20006**

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This discussion paper is prepared by Center staff and collaborators. WRI takes responsibility for choosing the topic and guaranteeing authors and researchers freedom of inquiry. Unless otherwise stated, all the interpretations and findings are those of the authors.

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ACRONYMS AND ABBREVIATIONS

CCM	Chama cha Mupinduzi (political party)
CED	Coalition of Environment and Development (Finnish NGO)
CIDE	Center for International Development and Environment, WRI
CMS	Countryside Management System (database software)
CUSO	Canadian Universities Services Organisation
DBMS	Database management system
DFO	District Forestry Officer
DANIDA	Danish International Development Agency
EIS	Environmental information system
ERP	Economic Recovery Programme
FAO	Food and Agriculture Organization of the United Nations
FBD	Forestry and Beekeeping Division
FIM	Finnish mark
FINNIDA	Finnish International Development Agency
FITI	Forest Industries Training Institute
POPPO	Forestry Projects database software
FTI	Forestry Training Institute
FTP	Forestry Training Programme of Finland
GDP	Gross Domestic Product
GOT	Government of Tanzania
GTZ	Gesellschaft fuer Technische Zusammenarbeit [German Technical Assistance Agency]
ha	Hectares
HADO	Hifadhi Ardhi Dodoma Soil Conservation Project
HASHI	Hifadhi Ardhi Shinyanga Programme
ICRAF	International Centre for Research on Agroforestry
IIED	International Institute for Environment and Development
JET	Journalist Environmental Association of Tanzania
IRA	Institute of Resource Assessment, UDSM
MALDC	Ministry of Agriculture and Livestock Development
MTNRE	Ministry of Tourism, Natural Resources and Environment
NCS	National Conservation Strategy
NEAP	National Environment Action Plan
NEMC	National Environment Management Council
NGO	Non-Governmental Organization
NORAD	Norwegian Development Assistance
PRA	Participatory Rural Appraisal
PMO	Prime Minister's Office
PTA	Preferential Trade Agreement
RFAP	Regional Forestry Action Plan
RFO	Regional Forestry Officer
RIPS	Rural Integrated Project Support, Mtwara and Lindi
SIDA	Swedish International Development Agency
SPM	Southern Paper Mills
SUA	Sokoine University of Agriculture
TACOSODE	Tanzanian Council for Social Development
TAFIA	Tanzania Forest Industries Association
TAFORI	Tanzania Forest Research Institute
TANGO	Tanzania Association of Non-Governmental Organisations
TFAP	Tanzania Forestry Action Plan
TFAP CU	Tanzania Forestry Action Plan Coordinating Unit
TIB	Tanzania Investment Bank
TSFEP	Tanzania-Sweden Forestry and Environment Programme

TSh	Tanzanian shilling
TWICO	Tanzania Wood Industries Corporation
UDSM	University of Dar es Salaam
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organisation
USD	United States of America Dollar
WB	World Bank
WRI	World Resources Institute
ZOFOMO	Zonal Forestry Management Organisation

PREFACE

Purpose of this Review

This report aims to assess the performance of the "Tanzania Forestry Action Plan: Support to Implementation Project," funded by the Government of Tanzania and the Finnish International Development Agency and to provide recommendations for possible future Tanzanian-Finnish collaboration.

A separate report, "Building Capacity to Manage Forest Resources," contains an overview of the Tanzania Forestry Action Plan and its implementation, and recommendations for the future directions of the forestry sector in Tanzania. This TFAP implementation review report needs to be read as a companion to this Project evaluation report.

The Review Team's assessment and recommendations, thus, will be an input into the ongoing process of updating the Tanzania Forestry Action Plan. The assessment also provides an opportunity to look at one country's experience in the planning and initial implementation process following the international Tropical Forestry Action Plan/Programme approach. The "lessons learned" from this assessment may have broader applicability in considering country-capacity building issues.

Mode of Work

The Review Team has held meetings with more than 70 people: representatives of the Forestry and Beekeeping Division, staff members from the consulting company providing technical assistance (Indufor), government officials from other agencies, regional and district foresters and beekeeping officers, foresters working on development projects, representatives of FINNIDA and other donor agencies, NGOs and the private sector, and villagers.

The Review Team visited three regions, Mwanza, Mara and Arusha, to meet with regional and district staff to discuss their planning and village consultative efforts, as well as their involvement in the information systems. The Review Team, with local staff, visited two areas that had participated in the village consultations -- Kisesa Ward, Magu District, Mwanza Region and Kiaramanka Village, Musoma Rural District, Mara Region. The Review Team has read the documents produced in these three regions, and other relevant documentation.

The Review Team has met twice with a five-member Tanzanian Advisory Committee, to discuss major issues of the Review. After the field trip, the Review Team discussed its preliminary findings with WRI, FINNIDA and Indufor staff members in Washington, DC and Helsinki, Finland. Review Team members attended two workshops in Dar es Salaam concerning TFAP implementation and updating: a workshop organized by the Tanzanian Association of Non-Governmental Organizations (TANGO), held 22 September 1993, and a FBD workshop, held 19 November 1993.

Based upon information obtained between September and November 1993, draft report was prepared in December 1993. This report has been finalized in April 1994, after receiving comments on the draft report. Where a few significant changes have occurred in the Project activities, these changes have been incorporated into the final version of the report.

Document

This report has been prepared by Paula J. Williams and Aku O'Kting'ati, consultants to the World Resource Institute. Peter Gilruth, of the United Nations Sudano-Sahelian Office, contributed to the assessment of information systems.

Acknowledgements

Peter Veit and other staff members of the Center for International Development and Environment of the World Resources Institute have also contributed some ideas presented here. Furthermore, the report reflects many ideas discussed with other individuals with whom the Team has met.

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The December 1993 draft report was carefully reviewed by colleagues working for the Forestry and Beekeeping Division, FINNIDA, Indufor, the World Resources Institute, and our Advisory Committee. We value our reviewers' thoughtful reading of our draft, and have tried to respond to their suggestions.

Although we acknowledge the ideas and contributions of many participants and observers of the Tanzania Forestry Action Plan, we accept total responsibility for the material and interpretations presented here. This report does not represent the official positions of the Governments of Tanzania and Finland, nor of the World Resources Institute.

NOTE: Within this document, the acronym "TFAP" refers only to the Tanzania Forestry Action Plan, and not to the international Tropical Forestry Action Programme. This usage is that accepted within Tanzania.

The Tanzania Forestry Action Plan only covers mainland Tanzania, and thus excludes forestry issues for the Zanzibar Isles.

1. PROJECT CONTEXT: TANZANIA FORESTRY ACTION PLAN

1.1 Tanzania Forestry Action Plan

In recognition of problems of growing tropical deforestation, a number of organizations -- the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP), the World Bank, and the World Resources Institute (WRI) -- began working in 1984 on a series of initiatives that came to be known as the Tropical Forestry Action Plan, subsequently renamed the Tropical Forestry Action Programme.

The Tropical Forestry Action Plan was proposed as a mechanism to improve management of tropical forests, through support for preparation of comprehensive, multi-sectoral National Forestry Action Plans. FAO assisted tropical countries wishing to prepare National Forestry Action Plans, through coordination of donor support and technical assistance. For most countries, a Lead National Agency and a Lead Donor Agency were designated for development of the plan.

Tanzania had already recognized the need to develop a comprehensive, long-term forestry plan. After the Tropical Forestry Action Plan was proposed, Tanzania was among the first countries to pursue the idea, requesting assistance from FAO in February 1987. Work on preparation of the Plan was carried out in 1988 and 1989.

The final document, the Tanzania Forestry Action Plan, 1990/91 - 2007/08, was adopted by the Government of Tanzania in late 1989. This multi-sectoral plan outlined a comprehensive strategy to combat deforestation and enhance forestry's contributions to economic development. The TFAP provides a framework for development in forestry and related sectors -- such as wildlife management, agriculture, and bioenergy -- to better coordinate donor assistance to these activities. The TFAP identified issues to be addressed by the Government of Tanzania, concerning forest policy, legislation, public administration, revenues, training, education, and public participation. Strategies were outlined for eight development programmes and four institutional programmes, and 91 project profiles. Implementation of the Plan began in 1990.

1.2 Background to the Project

In development of the Tanzania Forestry Action Plan in 1988 and 1989, the Finnish International Development Agency (FINNIDA) served as the Lead Donor Agency in providing external assistance. FINNIDA's financial support was provided through a series of grants between 15 April 1988 and 31 December 1989. The budgetary allocation for the preparation of the Plan was 2.66 million Finnish marks.

The Forestry and Beekeeping Division served as the Lead National Agency. FBD designated a forestry officer as the TFAP National Coordination. FINNIDA contracted technical assistance to Indufor Oy, a Finnish consulting firm, which designated a staff member as the Team Leader.

When TFAP implementation began, FINNIDA agreed to finance some activities to support implementation and coordination of the Plan. This support covered a "bridging period" from January 1990 through June 1991, for which 3.5 million Finnish marks were allocated. During this period, the current Project Document was prepared by FBD and Indufor.

The current Project began in July 1991. FINNIDA allocated 6 million Finnish marks (300 million Tanzanian shillings) for Project support. Tanzanian government contributions to the Project were assumed to be equivalent to 0.48 million Finnish marks (24 million Tanzanian shillings).

Thus, since 1989, FINNIDA has allocated a total of 12.16 million Finnish marks (more than 2 million US dollars, or more than 1 billion Tanzanian shillings at current exchange rates) to support preparation and implementation of the Tanzania Forestry Action Plan. This Review is the first evaluation of joint Tanzanian-Finnish support to the TFAP.

2. PROJECT DESIGN

2.1 Project Logic

The Project was designed to play a "catalytic" role in supporting TFAP implementation. It was intended to complement other donor efforts, especially those of the Swedish International Development Agency (SIDA) supporting the FBD Planning Unit. It was not planned as a comprehensive capacity-building project, but rather to "fill in the gaps" left by other donor-assisted TFAP projects.

The Project was designed as a logical follow-on to previous activities undertaken in the preparation of the TFAP and initial stages of implementation. During the earlier work, a flexible approach had been taken to activities, and progress on achieving objectives was deemed satisfactory.

The FINNIDA-assisted Project was designed to complement a project funded by the Tanzania-Sweden Forestry and Environment Programme 1991/92 - 1995/96 (TSFEP) to support planning efforts of the Forestry and Beekeeping Division (FBD). The two projects, thus, both support TFAP's Planning Programme and address elements of the same TFAP Project Profile, PL5 (Strengthening Forestry Planning and Programming and Coordination of TFAP Implementation).

The project assisted by the Swedish International Development Agency (SIDA) provided some training on planning issues and computer skills, purchased computers, other office equipment and vehicles, and supplies. An expatriate advisor was supposed to train FBD staff on computer use, but his impact was apparently negligible and his contract was terminated. Through other projects, SIDA assistance aimed to strengthen other FBD activities, including human resources development, community forestry, and surveys and inventories.

2.2 Project Relevance

The Project has been relevant to national and sectoral development needs. On a national level, however, forestry per se remains a relatively low priority. Currently, overall development debates -- about the respective roles of the public and private sectors, privatisation of government parastatals, implications of multi-party political system, and restructuring of the economy -- seem far more important than improved management of forest resources. For the target groups -- the government forestry and beekeeping administration, NGOs and forest industries -- strengthening of their activities remains a high priority.

Project activities have overlapped to a certain degree with those sponsored by the SIDA-assisted project. More recent initiatives in environmental policy, planning and information systems provide some duplication of

efforts taken under the TFAP. To date, no clear mechanism has been developed for integrating these efforts.

2.3 Logical Framework

Although the goals of the current Project are quite clear to the Project staff, the Project Document does not explicitly explain how all the parts of the logical framework -- objectives, indicators, Project components, inputs, activities, outputs, and budget -- relate to one another. (FINNIDA's current guidelines on project design were not formally issued until June 1991, whereas the Project Document had already been signed in April 1991.)

Core problem

The core problem addressed by the Project is the need to strengthen capabilities "to manage, monitor, evaluate and promote forestry sector development in Tanzania," through coordination and implementation of the TFAP. This need involves not only strengthening government activities, but also providing a supportive, or enabling, environment for forest industries and non-governmental organizations.

Target groups

The Forestry and Beekeeping Division and regional and district forestry and beekeeping officers were identified as the main target group. Other target groups were NGOs "active in forestry and environmental conservation," and "forest industry through Tanzania Forest Industries Association." Given that NGOs and forest industry were target groups, the development objective should have included them.

Other groups affected by forestry sector development and implementation of TFAP include related agencies, donor agencies, and the Tanzanian public, particularly rural people engaged in forestry-related activities. None of these were explicitly mentioned as target groups, although the Project does contain an objective of increased public awareness.

Development Objective

The Project was designed around the following long-term objective:

Improved capacity of the Forestry and Beekeeping Administration (FBD and regional and district administration) to manage, monitor, evaluate and promote forestry sector development in Tanzania.

The development objective assumed that the government would continue to play a central role in coordination and promotion of the forestry sector. Given recent political developments in Tanzania, however, this assumption should be re-examined. In the long run, the government will have to play a partnership, rather than dominant, role.

Development Indicators

To measure achievement of the overall Project development objective, the following indicators were proposed:

1. The GDP contribution of the forest sector will double reaching 4 to 5 percent in 2007/08.

2. The annual rate of deforestation will be reduced from the present estimated level of 300 000 to 400 000 ha to 200 000 ha which is tentatively considered necessary to provide arable land for agriculture to meet the country's needs for food.

These two development indicators were taken directly from the Tanzania Forestry Action Plan goals. Neither indicator seems to be directly linked to improved capabilities of the government forestry administration. Given the data currently available, both indicators are difficult to assess.

The first indicator covers the time period for the entire TFAP, rather than the Project period (1991-93). To date, no clear information is available to assess the real economic contribution of the forest sector to the GDP.

With respect to the second indicator, since the TFAP was written in 1989, some documents cite an estimate of annual current deforestation rates of 130,000 hectares (ha.), whereas others continue to use earlier estimates of 300,000 to 400,000 ha. Another recent estimate puts the figure at 500,000 ha. FBD's Inventory and Mapping Section, however, do not yet have accurate measures of deforestation.

Immediate Objectives

The Project was designed with nine immediate objectives:

An effective information system for monitoring of TFAP implementation established

Improved inter-agency coordination and enhanced participation of various agencies, the private sector, NGOs, etc. in TFAP implementation

An updated TFAP and the draft sectoral Five-Year Development Plan 1993/94-1997/98 prepared

Improved donor coordination and participation in the TFAP implementation

Improved availability of guidelines, handbooks, and training material for selected target groups on strategic areas of TFAP implementation

Improved capacity of the regional and district-level forestry staff in regional TFAP planning, project preparation and implementation

Increased participation of various non-governmental parties in TFAP implementation

Increased people's awareness on forest conservation

Tanzania Forest Industries Association (TAFIA) fully established and operating on a sustainable basis

It was assumed that improvements in planning, information, and monitoring capabilities would lead to improved management and participation in TFAP implementation, or forestry sector development. While improvements in these areas are important, alone they are insufficient to bring about improved management and participation.

Some objectives were not well specified, and thus difficult to assess, i.e., "increased participation of various non-governmental parties in TFAP implementation." Since the participation levels of these parties was not well documented, it is difficult to analyze increases in participation.

Achievement Indicators

Some indicators to assess achievement of objectives are also difficult to interpret. For example, to assess whether or not "an effective information system for monitoring of TFAP implementation [was] established," the proposed indicator was an annual report on TFAP implementation. The semi-annual progress reports include measures of achievement indicators for these targets. The figures for percentage of completion of activities can be misleading. For example, to cite a 30 percent or 50 percent completion of "annual forest statistics with TFAP monitoring data reestablished" only indicates the extent to which data are entered into the system. The indicator does not address whether or not the database is being consulted by FBD planners, nor whether the data collected are indeed adequate for monitoring purposes.

Project Components and Outputs

The Project contains nine Project components, one to correspond with each of the nine development objectives. Although not identified as a specific component, the Project provides support to the TFAP Coordination Unit.

The Project Document specified 24 distinct outputs to be obtained. Some linkages between outputs and objectives are straightforward. For example, enhanced coverage of forestry and environmental issues in the media should lead to increased public awareness. Other linkages seem less certain. To conduct periodic local donors' meetings and distribute information may increase donors' knowledge about TFAP implementation, but does not ensure that donors will participate more, especially in financing TFAP programmes.

Project Strategy

The Project strategy has promoted Tanzanian responsibility for Project implementation. The Project strategy was intended to assist FBD in carrying out activities to implement TFAP in a timely and coordinated manner. The goals included maximum transparency and continuous publicity "to maintain the momentum of TFAP implementation." Close donor collaboration was assumed, especially for planning activities.

Project Activities

The project activities were mentioned very briefly in an activity time schedule. The 24 items listed are extremely general, e.g., "TAFIA support," "forestry and education," and "donor consultations." It is, therefore, unclear whether such activities could bring about the desired

outputs. For example, the types of activities that would constitute support to TAFIA were not explained. Consequently, it is difficult to analyze whether or not such activities could lead to TAFIA being "fully operational with minimum 50% self-financing."

Project Inputs

The Project Document lists various donor inputs. While it is clear how some inputs relate to specific activities, others are unspecified. The Project Document did not specify the level of inputs to be provided by the Government of Tanzania. As an institutional strengthening and training project, the most important inputs are the human resources. The Project Document should clearly indicate the Tanzanian government staff to work on Project activities.

Project Budget

The Finnish budget for the Project is specified in terms of budget categories, which makes it difficult to relate the budget line items to specific inputs, activities, or Project components. No breakdown was provided on the Tanzanian budget for the Project.

Risks and Assumptions

The Project Document identified the key risks to successful Project implementation as being limited FBD staff and changes in key personnel. Other risks included the uncertainties regarding the national planning system, proposed administrative restructuring of FBD and policy changes, and conflicting intersectoral interests in land use. The Project Document assumed that broad training would ensure that the Project could survive changes in personnel. It assumed that Tanzanian authorities would resolve several key issues during 1991. The Project Document also assumed that Tanzanian officials would update the TFAP during the Project, and thus be fully capable to carry on TFAP implementation and subsequent updating without further external assistance. Although the Project was designed to complement other donor efforts, inadequate consideration was given to risks that other donor assistance might fail to contribute to strengthening the forestry and beekeeping administration, and how that could affect Project performance.

Project Organization and Implementation Arrangements

The Implementation Agency has been the Forestry and Beekeeping Division (FBD), now located within the Ministry of Tourism, Natural Resources and Environment (MTNRE). The Project also works with Regional and District Forestry and Beekeeping Officers, who are under the Prime Minister's Office. Control of Finnish inputs to the Project, and technical backstopping, have been contracted by FINNIDA to a Finnish Consultant Company, Indufor Oy.

When the Project began, Project activities were handled within FBD by the TFAP Secretariat or TFAP Coordination Unit, located within FBD's Planning Unit. At the time, the Planning Unit had five staff members. Originally the Planning Unit Head also served as the part-time TFAP Coordinator and the National Coordinator for the Project. As of July 1993, the TFAP

Coordinator's responsibilities were redefined to be Donor Coordinator, located outside of the Planning Unit, directly underneath the Director of Forestry and Beekeeping, without any support staff. The Donor Coordinator continues to work part-time on Project activities and TFAP Coordination.

One officer in the Planning Unit is responsible for the computer information systems, e.g., forest statistics and TFAP Project data (FOPRO). In addition to monitoring TFAP implementation, the Planning Unit also provides FBD with information used in preparing project documents, annual reports and budgets.

The Tanzanian staff coordinate project activities and training programmes, review and critique TFAP-related reports and Regional Forestry Action Plans, oversee TFAP coordination, implementation, and monitoring, serving as the Secretariat for the TFAP Steering Committee, disburse local funds, and report upon activities and expenditures.

Indufor provides technical assistance out of Helsinki, Finland. This arrangement was chosen to stress Tanzanian participation. A full-time expatriate advisor was not felt to be necessary. Indufor staff visit Tanzania every few months, usually for one or two weeks at a time, and spend additional staff time on Project activities in Helsinki.

According to the Project Document, Indufor is responsible for:

- arranging necessary training of Tanzanian specialists;
- preparing, with Tanzanian staff, detailed work plans;
- close monitoring of progress and taking appropriate necessary action;
- sub-contracting special studies and tasks, using Tanzanians whenever possible;
- keeping FINNIDA headquarters informed on TFAP implementation; and
- assisting in other tasks needed for project implementation.

The Project Agreement between FINNIDA and Indufor also specifies that Indufor is responsible for:

- technical assistance and backstopping services to FBD;
- procurement of material inputs for FBD (vehicles, office equipment and consumables); and
- financial control of project activities and Finnish inputs.

Indufor must submit to FINNIDA, for approval:

- proposed assignments of short-term consultants; and
- annual detailed budget and Work Plan, and quarterly cost estimates.

For Project consultancies, FBD first decides upon its needs and approves the Terms of Reference. Then Indufor identifies and proposes three candidates, with FBD choosing the individual(s) to undertake the work. Whenever possible, the Project recruits Tanzanian consultants.

The Project has two bank accounts. The main account is maintained by Indufor in Helsinki, and a second account by the TFAP Coordinator in Dar es

Salaam. The latter is used for paying local recurrent expenses and other local costs in Tanzanian shillings.

Supervision of Project activities was to be done by the TFAP Steering Committee. Although this committee met regularly during the initial stages of the Project, it has not met since September 1992. Therefore, in February 1994, FINNIDA proposed creation of a Project Steering Committee. Such a Project Steering Committee would include not only representatives of the Government of Tanzania, but also of FINNIDA and the Consultant Company. The Steering Committee would be responsible for oversight of the Project work plan, budget and other relevant issues. The Principal Secretary had agreed to the idea in February 1994.

In April 1994, however, the FBD commented that it is unsustainable for the Government of Tanzania to create a Steering Committee for every project. Therefore, FBD argues that, "all major issues pertaining to donor support for TFAP implementation should be discussed in the main TFAP steering committee. Budget issues and routine follow-up should continue to be resolved through the normal administrative set-ups."

The main TFAP Steering Committee, however, does not include representatives of either FINNIDA or the Consultant Company. Even if it were to meet regularly, it would not provide an adequate forum for the implementation partners to discuss the Project activities. In recent months, the existing administrative set-ups have proved inadequate for Project supervision. The Review Mission, therefore, recommends that the Government of Tanzania reconsider this matter and establish a Project Steering Committee.

Reporting, Monitoring and Evaluation

Project staff -- from FBD and Indufor -- jointly develop work programmes and reports. FINNIDA requires the Project staff to submit monthly and semi-annual progress reports, quarterly financial reports, and annual work plans. FBD staff submit separate quarterly reports to the Government of Tanzania. The double reporting system puts a heavy burden on the Tanzanian staff. This Review constitutes the joint Tanzanian-Finnish evaluation of the Project.

3. PROJECT PERFORMANCE

3.1 Broadening TFAP Participation: Regional and District Planning, Village Consultations and Public Awareness

Background

The Tanzania Forestry Action Plan was developed as a national-level plan. In preparing the Plan, efforts were made to obtain the views of village people, local government, district and regional officials. In 1988, a village participation survey was conducted to provide ideas for the TFAP on villagers' perceptions of forestry-related development issues and problems. This study involved surveys of 1000 villagers: in ten regions, ten villages were selected randomly, and in each village, five women and five men were interviewed (Chacage and Mvungi 1988).

Although the TFAP was developed with regional and village-level ideas, it was realised that more localized plans would be needed for actual implementation. Consequently, the Project was designed to provide support to regional-level planning, and increasing public awareness. As the Project developed, the idea of conducting village-level consultations was adopted. Subsequently, the Project has begun work to conduct participatory rural appraisals and develop village-level land use plans, to serve as the basis for district forestry plans.

Objectives

For these two project components, the objectives were as follows:

Improved capacity of the regional and district-level forestry staff in planning and project preparation and implementation; and

Increased people's awareness on forest conservation.

Regional Forestry Action Plans

The Project held a series of seminars and training courses for Regional and District Forestry and Beekeeping Officers. The training was split into two groups, of ten regions each. The two training courses for the first group were held in August 1990 in Dodoma and November 1990 in Morogoro, during the "bridging period."

During the current Project, the third and fourth training courses were conducted for the second group, consisting of officers from Arusha, Coast, Dar es Salaam, Iringa, Kigoma, Kilimanjaro, Ruvumu, Shinyanga, Tabora and Tanga regions. An average of three Regional or District Forestry and Beekeeping officers per region participated in the courses and preparation of the plans. The Forestry Training Programme (FTP) of Finland was sub-

contracted to provide training courses on planning and project preparation. These courses were held 29 July - 9 August 1991 in Arusha, and 3-15 February in Tanga. Between the two training courses, consultants visited the regions to provide follow-up training.

On the basis of these courses, the regional and district officers prepared draft Regional Forestry Action Plans. For each region, at the fourth training course the staff then worked on developing one project profile into a project proposal. In some regions, a Kiswahili version of the RFAP has been prepared.

The Regional and District Forestry and Beekeeping Officers explained their participation in the regional planning process and village consultations, and discussed its strengths and weaknesses. According to these field officers, they found the training courses were useful and informative. One officer, however, noted that the planning concepts were difficult, and colleagues had had difficulty in applying them.

In preparing the Regional Forestry Action Plans, they followed the national-level Forestry Action Plan, and decided what issues and project profiles were relevant for their regions. The initial draft RFAPS were based primarily on a desk review of available literature, and consultations with other regional and district staff members.

These RFAPs describe the situation of the region -- in terms of climate, population, crops, land use, forest resources, and activities in forestry, beekeeping and related sectors -- and discuss overall development issues. The RFAPS then propose a forestry development strategy, programmes needed to improve management of forest resources, and proposed projects.

The Regional Forestry Action Plans were prepared primarily as government plans. Little involvement or consultation with NGOs, the private sector, or villagers occurred. As most Regional and District Forestry and Beekeeping Officers are men, women have had limited direct involvement in preparation of these plans.

The Plans were developed in a top-down manner, as regional adaptations of the existing national plan. Like the national Plan, the RFAPs have identified development programmes and project profiles. The RFAPs are primarily descriptive documents. These Plans do not specify priorities or sequencing of the desired activities. In other words, it is difficult to understand what is the most important forestry-related issue facing the region, and where action should begin.

The project profiles give indications of how much assistance is expected from the government and donors. The extent to which villagers could -- or would be willing -- to contribute to activities is not assessed. If the planning and implementation of development activities is to become sustainable in the long run, this issue of increasing popular participation must be clearly addressed.

For example, in one village visited, the Review Team was told that the village women had been given money to buy polythene pots, soil and chemicals to start a tree nursery. (To date they had done nothing, due to poor rains.) While these inputs may facilitate tree growing, they are

certainly not the only way to proceed. Greater attention to methods of tree propagation and protection that require fewer external inputs -- such as direct seeding, bare-rooted seedlings, etc. -- might be more sustainable by villagers in the long run.

Village Consultations

Since little participation of local communities had occurred in preparation of the Regional Forestry Action Plans, the village consultative process was started to mobilize people's participation. Besides supporting the RFAPs, the village consultations were also undertaken to sensitize rural people to undertake action in support of "two Circular Letters by the Prime Minister, one on tree planting of 1990, and the other on environmental conservation of 1991," as well as the 1991 Anti-Fire Campaign (TFAP CU 1991).

The village consultative process involved a series of meetings, whereby regional and district staff met with district and village officials, and with villagers, to discuss the Tanzania Forestry Action Plan and the Regional Forestry Action Plan. The officers explained the TFAP and the Regional Plan, and asked the villagers about their forestry-related needs, interests, and willingness to participate in implementation of the RFAPs. In some areas village meetings were held, whereas in others interviews or questionnaires were used to obtain villagers' views.

The Village Consultative process has facilitated contacts between forestry staff and villagers. The original plan was to hold 60 district and 600 village meetings. (Tanzania's population, of over 23 million, is organized into over 100 Districts and over 8000 villages.) By March 1993, the village consultative process, conducted in 19 regions, had involved 581 village meetings with 16,393 participants, as well as 52 district authority briefings (806 participants) and 52 village leader meetings (1329 participants). No breakdown is available on participation by gender, although some regions made specific efforts to include women in meetings and surveys.

The village consultative process was carried out from 1991 through early 1993. Reports of the village consultations were compiled at the regional and national levels (TFAP CU 1993). After these meetings, the regional and district staff have incorporated some findings of the village-level consultations into revisions of their RFAPs. The field officers noted that the village information did not change their plans much -- perhaps adding information such as the villagers' preferences for tree species.

In visits to Kisesa and Kiaramanka, the Review Team met with local officials and villagers that had been involved in the village consultations or follow-up activities. In both cases, the village consultations had been productive in terms of facilitating meetings between the forestry staff and the villagers. After both meetings, villagers had undertaken forestry activities -- starting tree nurseries and planting trees (Boxes 1 and 2).

The Review Team believes that the Village Consultations have been seen by both field forestry staff and villagers as a mechanism whereby villager awareness could be raised, foresters and villagers could have an opportunity to meet and share ideas, and the foresters could explain the RFAPs to the villagers.

Box 1. Kisesa Ward, Magu District, Mwanza Region

Kisesa Ward is located along the tarmac road that extends between Mwanza and Musoma, 20-30 kilometres east of Mwanza. Like much of Mwanza Region, this area has been severely deforested, due to cotton and other agricultural production, cattle grazing, and human population pressures.

In Kisesa, the Ward Secretary noted that the 1991 Village Consultation had brought good results. The area has also benefitted from film shows, seminars and workshops by the Natural Resource officers in the Regional Office. The villagers had decided that each family, or household should plant 10 trees per year around their homes -- 5 fruit trees, and 5 trees for shade and other purposes.

In 1991 a tree nursery was started at the primary school. An expatriate, working in Magu with the Health, Sanitation and Water (HESAWA) Project, had assisted the villagers in obtaining polythene tubes (pots) for the nursery. The tree seeds were collected locally. The villagers were growing trees for fruit (oranges, papaya, guava, mangoes) and firewood. Seedlings were supplied to the schools, women's groups, and farmers. Other local NGOs, such as the Lion's Club and the former Flora Conservation Society, had also assisted villagers to tree seedlings. In October 1993, however, it had been too dry, and the villagers had not started a nursery. The local shallow wells had all dried up, and women were having to go 3 kilometres to get household water.

Three local women's groups were interested in tree planting: two had actually started. In 1992, one women's group had planted trees on 1.0 hectare of land on a rocky slope given to them by the village: unfortunately, their trees had been vandalised, by animal browsing and fire. The culprits had never been discovered. The group was too discouraged to replant the same site. The group members had subsequently spent 15,000 TSh to purchase a small agricultural plot of land, where they planted trees in 1993.

The Ward Secretary said that two local villages, Isangijo (pop. 2200) and Ihayabuyaga (pop. 3000), decided in 1985 to protect an area (10-20 ha.) of natural forest, located between the two villages. The forest was regenerating well. In 1992, however, the villagers had been very upset when the District Forester had given permits to outsiders to come and cut trees in their forest for firewood. After the second occurrence, when the villagers became violent, negotiations took place with the District Executive, Natural Resource and Forest Officers. It was agreed that in the future only the villagers themselves will give permission for cutting of their forest, and any revenues obtained will accrue to the villages concerned, not the District Council.

Similarly, in Kanyama sub-village of Kisesa, an individual named Amani Masolu, had asked the village to protect a hill, to allow it to regenerate. After 5 years of regeneration, harvesting began this year. The villagers are encouraged with these results, and plan to continue the activities. Another villager, a retired schoolteacher, had established his own woodlot, and is now harvesting trees.

The local people have adopted village by-laws to combat fire. If someone is found guilty of starting a fire, the penalty is 2 goats or 10,000 TSh. Already the local government has taken two people to court who had refused to pay the penalties. Now, as a result, people are becoming more careful with fire.

The local Bwana Miti (forestry extension worker) has been responsible for supervising area for tree planting, assisting women's groups and schools in nurseries and tree planting, and reinforcing by-laws to protect natural forests. To assist the villagers more, they need to obtain more materials, such as poly tubes, to increase their nursery production. Greater supervision of the nursery activities, such as watering of the seedlings, is also needed.

Box 2. Kiaramanka Village, Musoma Rural District, Mara Region.

Kiaramanka Village is located approximately 35 kilometres down a dirt road, off the main tarmac road between Mwanza and Musoma, about a one-and-a-half hour drive from Musoma. Although this region is also dry, it had more trees than we had seen in Kisesa.

The village consultation had been held in November 1991. When the Review Team and local forestry staff arrived in October 1993, it was difficult at first to find someone who had attended the village consultation meeting. It was also apparent that the villagers receive a number of official delegations, so had trouble remembering that particular meeting.

Finally the former Village Chairman, who had participated in the meeting, was located. He explained that at the village consultative meeting, people came to inform them about tree planting and environmental conservation. The villagers appreciated the points discussed. They requested tree seedlings. The villagers also were interested in participating in beekeeping, but did not yet have the means to obtain protective gear. Due to a change of village leadership and little follow-up, the idea of beekeeping had been shelved for the time being, as the village had more pressing priorities.

Since that meeting, the District Forester had returned once, in March 1992. He came to the village with Ms. Katikamba, the UWT Secretary. They brought 800 tree seedlings to the village, which the school and villagers planted. Despite watering, only about 100 trees had survived. Ms. Katikamba had also given the local women 15,000 TSh to assist them with starting a tree nursery. This money was to help them purchase needed inputs, such as poly tubes, soil and chemicals. Due to the lack of water last year and this year, the women had not yet started their nursery. The village government was holding the nursery funds.

The idea, the village chairman explained, was that the school children were to collect the tree seeds and then all the village women, with the assistance of the teaching staff and the District Forest Officer, were to establish the nursery near a local water source. After the seedlings were produced, the women were going to plant their own woodlot: the village had already set aside 3.0 hectares for the women's woodlot. The village was also planning to appoint someone to guard the woodlot, as their contribution to the village development activities.

Two women listening to the discussion were then asked what they knew of this idea. One woman said she was unaware of the plan. The other woman explained that the women needed firewood. They also knew that the rainfall was affected by the lack of trees. If they succeed in growing many trees, the women were planning to sell some for poles, firewood and charcoal. Later in the discussion, however, she noted that the money had been sitting idle, while they waited for appropriate conditions to start the nursery. It would be better, she suggested, if the women could use the money to open a kiosk or a bar -- then use the profits to plant trees when the rain comes. Thus, the money could be used to establish a revolving fund, to fund various income-generating activities.

The idea of using the woodlot for income-generation was not new to the village. In 1975, the villagers had planted 5 hectares with Eucalyptus trees in one area, to mark the boundary of their village. (At this time, extensive villagisation was going on in the region.) They had obtained the trees seedlings from the government forestry nursery in Musoma. After the trees grew, the villagers realized that they could be useful, to harvest for poles and firewood. In 1981, the villagers decided to plant another boundary. They obtained Cassia seedlings from a divisional nursery and planted 2 hectares. People from another village, contesting the boundary, became aggressive, uprooting the seedlings and releasing their livestock to graze: few seedlings survived.

The village has by-laws to protect water sources, tree seedlings and combat fires. The three traditional water sources are well respected: for each source, a traditional guard enforces the by-laws. If livestock damage tree seedlings, the owner may be fined a goat or even a cow. Similarly, if someone deliberately sets a fire, the fine is 5000 TSh or one head of cattle. The villagers feel, however, that they need to reinforce these by-laws. Water seemed to be the most important concern for the villagers. HESAWA had done a feasibility study of bringing water from one of the sources to the village via a gravity-feed pipe. To date, however, funds had not been available, so nothing had been implemented.

The Village Consultative process does not seem to have greatly influenced the content of the RFAPs. Thus, the process has been useful as a "public awareness" activity. Such village consultations however, cannot substitute for regular extension efforts, which need ongoing government support.

In terms of reorienting the RFAPS, to become more bottom-up "people's plans," this exercise has been less successful. More participatory planning approaches, such as Participatory Rural Appraisal (PRA) efforts to be used in the model district planning, may assist in developing more realistic plans that will be easier to implement. Such methods have already been used in several locations in Tanzania, e.g., the FINNIDA-assisted Rural Integrated Project Support (RIPS) in Mtwara and Lindi (RIPS 1993). Village data was also used to develop a comprehensive plan for the Zanzibar Forestry Development Project (Omar and others 1993).

If regional and district forestry and beekeeping staff are going to conduct surveys as part of their village consultations, more guidance on socio-economic data collection and analysis is needed. For example, in one region's report on the consultative process, over 400 household surveys had been conducted, but the data had not been well analyzed. Even though efforts had been made to interview women as well as men, no analysis was done of whether or not any gender differences existed. No effort has yet been made to systematically compare the results of the village meetings with other similar work, such as the village surveys conducted for the national-level TFAP.

Village- and District-level Planning

The Project staff decided to try to further develop these planning efforts with a model district plan, to be developed for Musoma Rural District in Mara Region. This district was chosen because Mara Region has not yet received any donor support for forestry activities. This work started in mid-November 1993. In November-December 1993 and February 1994, the Project sponsored work in four villages, conducting participatory rural appraisal exercises and developing village-level land use plans. Work was planned for four additional villages. These village plans then are used to develop the district forestry plan.

The goal is to develop plans that are realistic, which local people can begin to implement quickly, with a minimum of outside inputs from government or donors. The Project has provided modest financial inputs, for transport of field officers and to assist villagers with beginning activities. The Forestry and Beekeeping Division intends to further develop this approach elsewhere in Tanzania. A Project consultant is developing guidelines for such efforts.

This approach seems to have started well. The draft Musoma Rural District Plan, however, still focuses on "projects" -- to support extension services and nurseries -- that will need external funding. While it may be possible to obtain such support, other alternatives to improved local management of resources need to be considered and explored.

Follow-up to the Field Planning Efforts

All 20 regions have prepared draft Regional Forestry Action Plans. These Plans have been revised. Final versions of three Regional Plans have been produced. Some regions, which have donor funding, have begun implementing their plans.

The Regional and District Forestry and Beekeeping Officers had varying opinions concerning the follow-up and support that they have received from the TFAP Coordinating Unit. One region appreciated the assistance received from TFAP CU in editing the RFAP. Another region noted that they felt cut off -- once their RFAP was prepared, they had received no further communication from the TFAP CU, and felt that they had been abandoned. They did not know what was happening with the national Plan, nor with the RFAPs in the other regions.

All the regional and district officers expressed pride in their RFAPs and an eagerness to implement them. The field activities in the three regions visited varied enormously. One region has a donor supporting activities: the Regional Forester has a vehicle and funds, so is very busy. Another region had been waiting for a donor Project to start: at the time of the Review Mission's visit, they had only received a vehicle from the donor-assisted Project. The Regional Forestry Extension Officer had been waiting for one and a half years for project activities to begin and for the expatriate advisor to arrive. In the third region visited, no donor funding for forestry exists. The Regional Forester has extremely limited funding and occasional use of a very old vehicle, when it is operating (often it is broken down). Consequently, it is quite difficult to visit the field. In this region, the staff expressed frustration about all the hard work they had done to prepare their Regional Plan and their inability to implement it.

Field officers told the Review Team that they were not sure how the RFAPs would fit into the government's new 3-Year Rolling Plan and Forward Budget system. While one RFO said that the RFAP was the basis for the regional sector plan, another noted that the donor project document was to be used instead. The third RFO stated that the training received on the new planning and budgeting system was not very clear, so they did not know how the two plans would relate to one another.

The field staff were not very aware of the current ongoing efforts for updating the Tanzania Forestry Action Plan. They noted that they had just finished preparing their RFAPs, and needed to try to implement them first, before considering how they should be updated.

Overall Development of Planning Processes

The decentralized forestry planning processes have been developed over time, as the Project has learned from previous experience. Originally, the approach was quite top-down, proceeding from the national TFAP to regional TFAPs to village consultations. Recently, however, efforts have been made to reverse the situation, to work from the village level up to district plans. This latter approach complements the overall national development planning system, whereby development plans originate in the village, then

progressively are incorporated into higher levels of planning, e.g., ward, district, region, and national.

The bottom-up approach is more participatory. In the long run, it should lead to more sustainable and more easily implementable plans. With time, revisions of Regional Forestry Action Plans and the national TFAP should be based upon these efforts. Nonetheless, it must be recognized that such participatory planning is a long-term process. Ideally, the local-level planning should be done as integrated land-use and natural resource planning, not merely to focus on forestry issues alone. Further work will be needed to develop existing procedures for balancing issues and priorities of national interest, such as protection of strategic watersheds, with local interests, such as use of forest resources.

Public Awareness Activities

Public awareness activities have been undertaken to increase understanding of problems of deforestation, the need to plant and protect trees and forests, and the Tanzania Forestry Action Plan. These include radio programmes, aired three times a week. The Project has developed designs for covers of school exercise books and an illustration, "Misitu ni Uhai" (Forests are Life) for FBD newsletters. Tunza Miti Ikufae, a Kiswahili document that summarizes the Tanzania Forestry Action Plan, has been reprinted and over 100,000 copies distributed. This report has been used in some village consultations.

Reports on forestry and environmental issues in primary, secondary, and adult education have been prepared. These reports have been submitted to the National Environment Management Council (NEMC), for consideration by the Committee on Environmental Education. Under the current Project, a workshop was held 20-21 August 1991 on Forestry and Environmental Education for Adults. (During the bridging project, an earlier (29 January - 1 February 1991) workshop had examined the same issues with respect to primary and secondary schools.)

Follow-up and assessment of the effectiveness of these activities is needed. General public awareness of environmental and forestry issues has been increasing in recent years. It is difficult, however, to assess how much of this change can be attributed directly to Project activities.

3.2 Broadening TFAP Participation: NGO and Private Sector Involvement

Background

To broaden participation in the Tanzania Forest Action Plan, the role of non-governmental organizations and the private sector need to be strengthened. Only a few individuals representing the NGO community and the private sector worked on preparation of the TFAP. Some TFAP working papers and background studies had considered the role of NGOs and the private sector. The TFAP had encouraged the private sector industries to create their own forest industries board, to represent their interests in dealing with the government. Subsequently the private sector organized the Tanzania Forest Industries Association (TAFIA) in 1990.

Therefore, the Project was designed to provide modest inputs, to stimulate NGO and private sector involvement in TFAP implementation. Support was channelled through the TFAP Coordinating Unit within FBD. Much NGO support went through the Tanzania Association of Non-Governmental Organisations (TANGO), and much private sector support went through TAFIA. As both TANGO and TAFIA were relatively young and weak organizations, the Project has taken an incremental and cautious approach to providing assistance.

NGO Involvement

With respect to NGO involvement, the immediate objective was:

Increased participation of various non-governmental organizations in TFAP implementation

The indicator for this objective was:

Considerable increase in their activities in the area of forestry and environmental conservation and development, including improved capability of NGOs in forestry project preparation and management and better information flows between these organizations

The Project Document proposed that NGO involvement could be increased through training and workshops, and preparation of a database on NGO involvement in forestry and natural resource management activities.

During the "bridging period" support, a NGO workshop was sponsored:

"Workshop on Reinforcing the Role of NGO's in Forestry Development,"
17-18 January 1991, Mbagala Spiritual Centre.

The current Project has sponsored the following NGO workshops:

14-25 January 1992 workshop on "Mass Mobilization for Sustainable Rural Production," organized by the Morogoro Scouts and a Finnish NGO, Coalition of Environment and Development; and

22 September 1993 workshop on "Environmental NGOs in the Implementation of TFAP," organized by TANGO.

Reports on these workshops have been prepared (Coalition of Environment and Development and Morogoro Scout Region 1992; TANGO 1993; Tapaninen and Ulvila 1992). The Project also sponsored participation in Women and Beekeeping Seminars held in Dar es Salaam and Arusha.

TANGO reports written on NGO activities include:

"The Participation of Non-Governmental Organizations in the Forestry Sector, " by H. J. Chomba, S.B. Misana, N. Kimaro, and D. Ricardo

"Report on TFAP People's Participation Component (Updating)," by TANGO Consultants (Mika Khalid and others)

One Review Team member attended the NGO Workshop on 22 September 1993. Although approximately 30 NGOs had been invited, only 22 people, representing 13 organizations, came to the meeting. The participants were primarily based in Dar es Salaam: few work on forestry-related activities in rural areas. Two NGO and two government representatives were scheduled to make presentations at the workshop, but only one NGO representative participated. The TFAP Coordinator had planned to give a talk at the meeting, but he was sent to another workshop in Arusha to represent the Principal Secretary. The workshop participants discussed the papers on Gender Issues (Shaba 1992) and the draft TANGO report on People's Participation (TANGO Consultants 1993).

The workshop discussions highlighted how the NGO community feels that the participation of NGOs and women in the preparation, implementation and updating of the TFAP has been inadequate. The Regional Forestry Action Plans fail to include NGO participation. Recommendations also were made for revising the TFAP from the bottom up, and improving communication with the rural people about the TFAP -- in understandable Kiswahili, using traditional communication techniques, such as drama, song, and village meetings, rather than modern mass media techniques, such as newspapers and radio programmes.

The Project had intended to provide support to TANGO for the development of a database on forestry and environmental NGOs. This database has never been developed. Originally it was assumed that TANGO would have its own computer equipment, and the Project would provide assistance with the database development. TANGO had received a computer and printer from the Ford Foundation. This equipment has not been functioning properly: the cost of spare parts is said to equal the cost of new equipment. An Indufor staff member proposed that when the Project bought another computer for FBD, the old computer could be given to TANGO. This idea was never accepted by FBD. The TFAP CU then proposed that TANGO could come to the FBD offices, and use the computer there. TANGO staff members felt that this proposal was unacceptable, and that they needed their own equipment.

TANGO has since received support from the Canadian Universities Services Organisation (CUSO), for production of a newsletter, Semezana. This support includes the provision of a MacIntosh computer and printer: the equipment, however, is fully occupied by the two Canadian volunteers and two TANGO staff working on the newsletter production.

Although a database has not been generated, TANGO has produced a directory of its over seventy members. Development of this directory has been supported by UNICEF: the directory has been typed on UNICEF computers, and will be printed and bound by UNICEF.

A TANGO consultant stated that, although TANGO is a member of the TFAP Steering Committee, they had not been invited to meetings. Other sources, however, noted that TANGO has been represented. TANGO participated in the Advisory Committee meetings convened by the Review Team.

Increasingly, NGOs support forestry efforts in a number of areas, such as:

- awareness-raising and extension;
- support for tree nurseries and tree planting;
- research on village-level perceptions of environmental issues; and
- publicizing of forestry issues through the media, e.g., radio and newspapers, and videos.

It is difficult, however, to assess the degree to which NGOs have increased their participation in forestry activities as a result of Project assistance. Overall NGO involvement in environmental issues has certainly increased, particularly in preparation for the 1992 Earth Summit (United Nations Conference on Environment and Development) in Rio de Janeiro.

Efforts are needed to improve links between the NGO community and the Forestry and Beekeeping Division. Although one FBD Community Forestry officer is responsible for facilitating NGO activities, that individual has no direct links with either TFAP CU or TANGO. FBD wants to assist the forestry activities of rural grassroots organisations. The NGO community must clearly identify its own capacity-building needs and strategies for effective participation in TFAP implementation, and suggest how the government can better support NGO activities.

Industrial Development

To promote private sector forest industries, the Project's immediate objective was:

Tanzania Forest Industries Association (TAFIA) fully established and operating on sustainable basis

The objective indicator was:

TAFIA's annual work plan prepared and implemented and minimum 50% of the budget based on self-financing

The activities envisaged enhancing TAFIA operations through improved organization efficiency, regular newsletter publication, establishment of an information system, and training activities.

According to the Project Document, other proposed activities to support industrial development included training to be organized with the Forest Industries Training Institute (FITI), the Forestry Training Programme for Developing Countries (FTP) and the Tanzania Investment Bank (TIB) Credit Line project. The Project Document also suggested that additional support

to forest industries development could be achieved through special studies and information dissemination. One such study actually carried out was:

"Forest Industry Survey in the Arusha and Kilimanjaro Regions," by M. Binomugizi, J. Kiuru, J.B. Mashimi, & J.Y. Salehe

Project Support to TAFIA

Since its establishment in 1990, TAFIA has developed its membership to approximately 140 members. TAFIA's members are primarily small-scale operators, such as pit sawyers, carpenters, sawmillers, and timber sellers. Fibreboard and other TWICO sister companies also belong to TAFIA. The Southern Paper Mills (SPM) was at one time a member, but is no longer active. Project staff feel that TAFIA has not done enough to attract the larger firms as members.

TAFIA opened an office and hired staff, and published three TAFIA newsletters. Annual meetings have been held for members. TAFIA has been involved in organizing training for its members, through the Project and also with FAO and PTA (i.e., workshops for forestry operators and workers held at FITI in October 1993, and another for supervisors and managers in January 1994). TAFIA has also been involved in lobbying the government for a reduction of railway tariffs for forest products.

TAFIA was involved in soliciting information from its members for FINNIDA's proposed 50 million FIM credit line with the Tanzania Investment Bank (TIB), which never materialized. In anticipation of this credit line, TIB had run an advertisement in the Daily News, on 22 September 1990, which invited applications for credit for forest industries. TAFIA claims that their role in developing this idea was ignored.

The Project provided TAFIA with core funding of USD 8,000 per year. TAFIA claimed that the Project support originally promised was USD 12,000 a year. Additional Project support has included technical assistance, training, a photocopier, and assistance from the TFAP CU, such as printing of the TAFIA newsletters. TAFIA staff members were unaware of how much total Project funding has supported TAFIA activities. It has been difficult for TAFIA to plan its activities, not knowing the funding budget. TAFIA membership fees are 5000 TSh per year, so TAFIA only raises 700,000 TSh to supplement the funding received from the Project. Thus, TAFIA was facing the possibility of being evicted from their offices, as they had not yet paid the annual rent of 2.25 million TSh, which was due on 1 July 1993. TAFIA had been negotiating with various donors, such as UNDP and UNIDO, for support to further develop its activities.

In the long run, TAFIA aimed to develop services for its members, such as providing information on marketing, training, bargaining with the government for concessions, or assisting foreign investors with establishment of joint ventures. The idea would be to charge for such services, so TAFIA could be self-financing. FBD officers feel that such plans were overly ambitious for such a young organisation.

Although not stated in the project document for the FINNIDA assistance, officials from TAFIA claim to have entered negotiations with FBD officials for the implementation of an information system. The purpose of the system

would be to provide a link to the International Trade Center located in Vienna so that TAFIA members would have access to up-to-date information about market prices for timber products. Project staff explained to the Review Mission that TAFIA has misunderstood -- that the International Trade Center provides such information by mail.

TAFIA and Indufor staff agreed upon a work plan of activities for July through December 1993. Project staff, however, decided that Project support to TAFIA should be terminated, as TAFIA has failed to develop services for its members and failed to develop at least half of its own operating funds. TAFIA is very unhappy with this decision, as they feel that they have had inadequate time to develop and to obtain alternative sources of funding.

An annual meeting for TAFIA members was planned for December 1993 or January 1994, but TAFIA was lacking funds to organize the meeting. As of March 1994, the TAFIA Chairman resigned, noting that the members would need to meet, to decide the fate of the organisation.

Clearly there is a need for a viable forest industries association in Tanzania. What remains to be determined is how such an association will emerge and how it can best be supported. FBD has noted that regional associations of forest industries and sawmillers existed in the past. These associations communicated effectively with the Government concerning their activities. Such associations had existed prior to the Arusha Declaration in 1967, which nationalized major private firms. FBD now considers that it may have been premature to support establishment of a national association, before local-level and regional associations of forest industries were in place.

General agreement exists that the private sector's role will grow in the future, particularly with privatisation of government parastatals, such as the Tanzania Wood Industries Corporation (TWICO), and other government forestry operations in timber plantations. To generate viable strategies for promotion of the private sector, much more discussion is needed between Tanzanian government authorities and a wide range of private, financial, and banking sector representatives is needed. It is vital to identify where the government can create enabling conditions for the private sector -- through fiscal policies, appropriate training and extension, and other support.

3.3 Monitoring TFAP Implementation: Strengthening Information Systems

Background

The role of environmental information in sustainable development is becoming increasingly clear. Awareness of the value of information is evident in implementation plans for the Tanzania Forestry Action Plan. Concerning TFAP implementation, information is needed for: (1) monitoring and evaluation of TFAP implementation; (2) identifying needs for updating, or revising, TFAP documents; (3) coordinating activities of different FBD sections, different agencies, NGOs, private sector interests, and donor-funded projects; (4) conducting research or special studies on relevant issues; (5) promoting public awareness on TFAP and forestry issues; and (6) maintaining momentum and enthusiasm for the TFAP process.

Currently, FBD collects large amounts of data to cover various forestry activities in Tanzania. Consistent data management is lacking, which reduces the effectiveness of planning efforts. When information is required, data are often collected for each new need, thereby causing a redundancy of effort. Another concern is that data collected for the same purpose on two different occasions will not be consistent.

To date, no links have been established with other environmental information systems in Tanzania or elsewhere. Finally, information flows primarily from the field to FBD headquarters: limited information on TFAP is disseminated to implementation partners. This situation makes it difficult to monitor and disseminate information on TFAP implementation.

Targets

For this Project component, the objective was:

Establishment of efficient and effective information system for TFAP monitoring

This objective is also linked with some other Project objectives. As discussed in Section 3.2, an additional target to assist the Tanzanian Association of NGOs (TANGO) in the development of its database that would provide information on NGOs active in the forestry sector. Section 3.4 deals with objectives of improved interagency and donor coordination, which was to be assessed in terms of "established effective information flows between donor agencies and other participants of implementation."

To improve information management, the objective was to design, install, and operate a database management system (DBMS) that would respond to TFAP monitoring needs. The projected users of the forestry project database include FBD, donors, institutions active in forestry, other government offices, and projects.

The Project has supported two database development activities within FBD Planning Division. The primary target of FINNIDA support has been re-establishment of the FBD forestry statistics database, which had lapsed for 20 years. This database is a collection of regional forestry statistics for

annual planning purposes, which had been started prior to the beginning of the current phase of FINNIDA support.

A secondary target has been to monitor the implementation of donor-assisted projects supporting the TFAP programmes. A relational database software package, for data on Forestry Projects (FOPRO), was developed specifically for this purpose.

Forestry Statistics Database

As of October 1993, FBD staff have successfully completed data collection and entry for regional forestry statistics from 1989/90 and 1990/91. Partial statistics for 1991/92 have been entered, and some data has been collected for 1992/93. Data are entered into Lotus 1-2-3 spreadsheets. The data are compiled by region and cover seedling production, plantation area, forestry operations, forest damage, woodlot statistics, administrative summaries on number of extension visits, existence of management plans, boundary markings or clearings, fuelwood production, improved wood fuel devices, honey and beeswax production, wildlife utilization (number of licenses), protected area, revenue, expenditure, and fuelwood prices.

These statistics are compiled mainly from reports completed by Regional Forestry Officers (RFO). The RFOs usually obtain information from the District Forest Officers (DFOs), which they compile to create their regional reports. The Regional Forestry Officers interviewed noted that they or their assistants spend one to two weeks each year in compiling this information and received no benefit in return.

Major delays often occur in getting the DFOs to submit their reports to the RFOs. As DFOs are often busy with field activities, such as collecting taxes, they tend to postpone working on their reports. Some observers note that field officers may be reluctant to report on their own activities, such as revenue collection or extension activities. Regional officers have varying perceptions of the usefulness of the forms: one Regional Beekeeping Officer, for example, felt that more information was needed on beekeeping activities and extension. On the other hand, a Regional Forester expressed frustration in being asked to provide data from non-forestry sectors, such as wildlife, which is difficult to obtain. Part of the reporting difficulties stems from the organizational structure which places the Regional and District Forest Officers under the Prime Minister's Office (PMO), and not reporting directly to FBD headquarters.

During the first year of Project implementation, FBD staff found that information coming from regional offices varied in quality. Hence, FBD planning officers developed a questionnaire to facilitate standardized data collection and entry. Initially, response was favourable as RFOs brought completed questionnaires to TFAP training seminars. After time, these seminars were fewer and response to questionnaires decreased.

FBD officials then travelled to several regional offices to access the required data directly. As FBD officers correctly recognized, visits to regional offices to collect data were not a cost-effective method of developing a database, so this approach was discontinued.

Although RFOs are increasingly positive toward completing the questionnaire, FBD staff responsible for database management have suggested the questionnaires be incorporated in the required annual report that RFOs submit to FBD headquarters. Although this approach might be successful in sustaining collection, it may not resolve the issue of assuring data quality. More interesting is the suggestion of sending individualized analyses to each regional office concerning their data questionnaires. This continuing dialogue between information producers and users should be a key feature of information system development.

The baseline forest statistics information has been compiled in annual reports, for 1989/90 and 1990/91, and used in producing two TFAP Implementation Monitoring Reports. Such data is also used for providing input into international forestry statistics published by the Food and Agriculture Organization of the United Nations (FAO).

Forestry Projects (FOPRO) Database

For tracking project data, Indufor developed software named FOPRO. Indufor consultants finished development of FOPRO in December 1992 and installed it on the Planning Section computers in March 1993. FOPRO was based on the commercial database Paradox 4.0.

In March 1993, an Indufor consultant trained two staff members in use of FOPRO and the start of data input and reporting. Data have been entered into the FOPRO database for 15 projects. FBD has received 90 data entry forms, many of which are for pipeline projects. The programme areas include Beekeeping, Community Forestry, Forest Management, Land Husbandry, in addition to the TFAP implementation project itself. The primary data sources for existing projects are project documents. For new or pipeline projects, a FOPRO data sheet must be completed by the project manager.

The FOPRO relational database stores project administrative data. It can accept data on donor activities to indicate level of funding, inputs, status of activities and programme area. The user can generate reports by any criteria desired: donor agency, region, project status, and programme area. This information can be supplied to FBD departments for planning by region, used by GOT for negotiations with donors, or for monitoring country-wide forestry activities. Reports can be produced on demand, or on a regular basis to send to the agency involved. This TFAP project data complements the forestry statistics in that gaps can be identified and the database updated. It is a goal to train district personnel to include data on projects when they submit their district forest statistics.

Since March 1993, progress on data entry has stalled, as certain FBD staff consider that the FOPRO software is too limiting for a wide variety of applications needed throughout FBD headquarters. They also question whether FBD may require a consultant (computer programmer) to visit each time they wish to expand the system.

With information in the FOPRO database, FBD staff have produced periodic Project Pipeline Reports and periodic reports of Work Programme for Implementation of Donor Assisted Projects. The Project staff also report on development of the information systems in the Project Progress Reports.

Development of Computer Skills and Information Systems

In 1988-89, during TFAP preparation, it was difficult to find current and relevant forestry data. The Forestry and Beekeeping Division was not computerized for systematic collection of information. Thus, Project support for information management has made a real impact, with noticeable improvements. When computer equipment was purchased, the supplier provided basic computer training in word processing and spreadsheet software to several FBD staff. Understanding of computers, however, is still not widespread within the Division. Some staff members, for example, do not understand that spreadsheet programs can be used to manage data, and believe that specific software must be designed for each purpose.

As one highly trained staff member has left, the number of staff trained is currently insufficient to maintain the information system. The Forestry Officer in charge estimates that one programmer and two data entry staff would be required to properly manage current information management needs. At present, one staff member works part-time on data entry.

One staff member trained to use FOPRO recommended the use of a different software package to manage TFAP project data. The software, Countryside Management System (CMS), was developed in Great Britain at York University. FBD staff decided that since a consultant and the software could be supplied free-of-charge, it would not cost FBD anything to try it out. The British Council funded purchase of the software and bringing a consultant to Tanzania in December 1993. The consultant installed the software, provided staff training, and prepared a report. As of March 1994, FBD had not yet made any follow-up decisions. If they decide that the CMS is not suitable, then they plan to approach another donor for alternatives.

Indufor staff believe that a modular approach to information management is best, with separate, but compatible, databases for different uses. The two software packages are different types of tools, suited for different purposes. Although CMS may be a powerful program, FBD staff members should have a clear understanding of how the tool works and the assumptions underlying its logic.

The choice of software for monitoring TFAP implementation is generally a minor part of the total cost of an information system. Nevertheless, repeated redesigning of the database management system will add to training and management costs and risk losing the interest of the user community. The issue of which software packages are suited to FBD needs is not as important as the overall information management needs in the Division.

Dissemination of TFAP Implementation Information

The Project has endeavoured to keep TFAP implementation partners informed as to TFAP progress. As discussed in Sections 3.2 and 3.4, however, most partners are not aware of the status of TFAP implementation and updating activities. Although reports are prepared and distributed, it is unclear to what extent such documents are circulated or read.

Overview of Overall Forestry Information Needs

The Director of Forestry and Beekeeping has requested that the information management system be designed to meet the entire Division's requirements. The Director and his section heads favour a centralized data management system, with computer terminals in sections with sub-applications. When the new FBD office is completed in a few years (through World Bank assistance), all senior staff could be tied into a central mainframe computer system, and access any information needed. It would be useful to complete a thorough analysis of database needs across all sections, before selecting software packages for the entire Division's needs. This study would be required even if structural changes are made within the Division.

Links between database development at FBD and information management within other sectors are weak. Those institutions contacted by the Review Mission were not aware of the database development. Most institutions hoard data and information, which are seen as sources of power. Even within certain FBD departments (i.e. Inventory), staff members were not even aware of existence of the Planning Division database and its potential utility.

Outside FBD, several efforts exist toward development of computerized databases. To date, however, there has been no discussion concerning standards for data interchange. Examples of computerized database development are found in Water Resources Department, Mineral Development Programme, National Environment Management Council (NEMC) and the Institute for Resources Assessment (IRA) at the University of Dar es Salaam. Only the latter two were visited during the Review Mission. The IRA is establishing a system for field data standards. They held an initial workshop (April 1993) to study these issues and began preparation of a National Natural Resources Information Center. The National Environmental Management Council (NEMC) has created an Environmental Information Center, which is equipped with documentation and geographic information systems capabilities. In October 1993, an intersectoral workshop was held on Environmental Information System management at Morogoro. Unfortunately, however, no one associated with the Project participated in the meeting.

It was not possible to fully assess the extent to which the Project's impact on policy making has been strengthened through inter-sectoral or inter-project sharing of data. Indeed, inter-sectoral data exchange is slow in developing and will require more time than that allocated for the initial stage of the TFAP implementation. Inter-project sharing of data can best be determined at the district level. As development of environmental information systems proceeds, the TFAP Coordination Unit and the Forestry and Beekeeping Division should be more actively involved. Given the current streamlining of Tanzanian government operations, efforts should be made to maximize sharing of data among different agencies.

To adequately monitor all the objectives of the Tanzania Forestry Action Plan, intersectoral collaboration will be needed. In updating the TFAP, it would be best to consider what indicators could be used to monitor achievement of which objectives. A "monitoring and evaluation" specialist may be needed to provide adequate guidance. Such monitoring needs to consider all activities of various TFAP implementation partners. This issue is discussed in more detail in the companion report.

3.4 Support to TFAP Coordination Unit: Special Studies, Guidelines and Training Materials; Interagency and Donor Coordination; and TFAP Updating

Background

From FINNIDA and other donors, the FBD had received much technical assistance and support in preparing the Tanzania Forestry Action Plan, and developing staff skills. Nonetheless, it was felt that additional support was needed for the initial phases of TFAP implementation. Therefore, the Project was designed to provide support to the TFAP Coordination Unit, in promoting interagency and donor coordination, undertaking special studies, preparing guidelines and training materials, and updating the TFAP.

Support to TFAP Coordination Unit

Although not a specific Project component, the Project was designed to provide support to the TFAP Coordination Unit and the Planning Unit. Such support included the provision of equipment, such as a vehicle and computer equipment, office supplies, technical assistance in Project implementation and monitoring, and other necessary inputs to carry out the Project activities. Such support was intended to complement that provided by SIDA to the Planning Unit.

Although not noted in the Project reports, such support has been used in a flexible manner to support broader TFAP objectives. The development of the Tanzania Forestry Research Master Plan, for example, received support for two workshops. When the TFAP CU received a new vehicle through the Project, the old vehicle was given to TAFORI. Some FINNIDA funds have been used to complement SIDA support, such as for installation of air conditioners and telephones purchased by SIDA.

Interagency Coordination

The immediate objective was:

Improved inter-agency coordination and enhanced participation of various agencies, the private sector, NGOs, etc. in TFAP implementation

The indicator was:

Periodic TFAP Steering Committee meetings and other regular consultation mechanisms between various parties involved in implementation

To date, efforts to promote interagency coordination have focused primarily on the TFAP Steering Committee. The TFAP Steering Committee is comprised of several representatives of different government agencies, as well as one representative of the private sector and one of the non-governmental organisations. The TFAP Steering Committee's responsibilities include policy coordination and oversight of TFAP implementation, including the TFAP: Support to Implementation Project.

The TFAP Steering Committee is supposed to meet quarterly. Over the years, this schedule has not always been strictly adhered to, but usually the Committee has met at least two or three times a year. The last Steering Committee Meetings, however, were held on 12 February 1992 and 22 September 1992. In late 1992, the Steering Committee lost several members, either through death or government reassignment of personnel. Although plans to reconstitute the Committee have been discussed and a tentative meeting was under consideration for 22 October 1993, as of March 1994 no meeting has been held.

Other activities taken to promote interagency collaboration include workshops, such as one on consolidation of Forestry and Environmental Education for Adults, and an inter-agency seminar in the Mwanza Region.

The FBD workshop, "TFAP: Implementation and Future Strategies," held on 19 November 1993, was an opportunity to bring together representatives of a number of agencies, such as the Planning Commission, the Department of Environment, the National Environment Management Council, the Ministry of Education and Culture, as well as some donors, NGO and private sector representatives. Several other relevant agencies were invited to this workshop, but did not attend.

Despite the TFAP Steering Committee, collaboration on development of policies in different sectors -- forestry, agriculture, livestock, wildlife, national parks, energy, land use, water, and environment -- is still inadequate, which may lead to conflicts in subsequent implementation.

TFAP implementation is not strong outside FBD. For example, the Planning Commission and the Ministry of Finance do not have guidelines on TFAP from FBD for cross-check and use in donor-supported programmes. Some crucial sectors, such as the banking sector, were not adequately involved in development of the TFAP. Nonetheless, the TFAP proposals imply a significant role for the banks in TFAP implementation.

In many discussions with other agencies, the Review Team was told that agency personnel were unaware of the status of TFAP implementation or updating. Several people noted that someone from their agency may have participated in preparing the TFAP, or attending some meetings, but that individual did not share information with others in the agency. Thus, the reliance on steering committees or task forces seems to personalize cooperation, rather than institutionalize it.

Few joint projects, activities or training are being implemented with other agencies. Some joint training of agriculture and forestry extension agents has been undertaken, for example, between the MALDC and FBD concerning agroforestry.

Donor Coordination

A major goal of the international Tropical Forestry Action Plan, as well as the Tanzania Forestry Action Plan, was to provide increased donor funding for forestry activities. The Project aimed to assist the Tanzanian government, through the immediate objective of:

Improved donor coordination and participation in TFAP implementation

The indicator proposed to measure Project achievements was:

No major gaps as regards external financing of TFAP programmes and established effective information flows between donor agencies and other participants of implementation

Several achievements in this area can be noted. With implementation, donor funding for forestry and related activities has increased. The FBD has been able to direct donor support to cover many TFAP projects, and to disperse donor activities into different regions. As of November 1993, 124 projects were either ongoing or in the pipeline. Project reports estimate that 70 percent of the TFAP Project Profiles have received funding. Major gaps exist, however, in external funding of TFAP programmes, such as forest research, ecosystem conservation, forest management and forest industries.

Local donor meetings are normally held quarterly, and provide some basis for exchange of information between FBD and donors. Informal donor exchange of information also exists.

The last two donor meetings were held in February and May 1993. These meetings gave the new Director of Forestry and donors an opportunity to discuss the current FBD development priorities. No donor meetings have been held in the past six months. Some donors did, however, participate in the November 1993 TFAP Workshop.

With Project support, the TFAP Coordination Unit periodically updates its reports, Project Pipeline Status Report and Work Programme for Implementation of Donor Assisted Activities. The most recent versions were prepared in October 1993. These documents, as well as the Progress Reports on TFAP Implementation, are distributed to donors.

Despite these activities, however, many donors seem ill-informed about the status of TFAP implementation and updating. Some donor representatives told the Review Team that they thought that TFAP implementation had not yet started, or was just getting underway.

Many donors seem frustrated by the limited availability of information on TFAP implementation provided in reports and meetings. Personnel working on donor-assisted projects, for example, expressed interest in knowing more about the activities of similar projects elsewhere in Tanzania. They want specific, detailed information that can be used to improve their own field activities. For example, land husbandry projects could have periodic technical meetings to share experiences and strategies.

Yet at the same time, donors have not been very forthcoming with detailed information about their own projects, which makes it difficult for the TFAP Coordination Unit to adequately monitor donor support, and provide more details in its reports.

Donors are concerned about the lack of available information concerning Tanzanian government contributions to donor-assisted projects. Some donors also have experienced difficulties in communicating with FBD. According to the Dutch Ambassador, the Royal Netherlands Embassy has repeatedly offered to provide up to USD 1.0 million for funding of TFAP activities, but claims that FBD has failed to respond to their offer.

Government officials, in turn, have found it frustrating that donors continue to fund projects in line with the donors' own priorities. Consequently, certain TFAP programmes or specific geographical regions of Tanzania have received limited support. The TFAP Document had proposed that donor consortia could fund entire programmes, rather than individual projects, to simplify the administrative burden, e.g., reporting requirements, for the Tanzanian government. This suggestion has never materialized, but is still worthy of consideration.

Special Studies, Guidelines and Training Materials

This component had the following immediate objective:

Improved availability of guidelines, handbooks and training material for selected target groups on strategic areas of TFAP implementation

Although not specified as a objective, the Project intended to carry out special studies to support TFAP implementation and assist in the achievement of various Project objectives. Many special studies are being considered inputs to the updating process.

The indicator was:

At least five guidelines, handbooks or sets of other training material, prepared, published and disseminated

This Project component has been quite successful, in terms of producing most of the planned reports. Table 1 lists the studies completed, ongoing, and planned, and the uses, or intended uses, of these studies. Many studies will serve as inputs into the TFAP process.

Many of the reports provide a wide variety of recommendations. These reports need to be widely circulated and discussed, to determine which recommendations would be feasible and desirable to implement, to strengthen forestry and related sector activities in Tanzania.

Project staff have experienced some delays in completion of these reports, due to the length of time necessary to find the appropriate consultants to undertake the studies, and for FBD to approve the terms of reference and choose the consultants. When the Project has been unable to find qualified and available Tanzanian experts, expatriates have been hired.

Some training workshop reports have been identified as "training manuals." The Review Team thinks, however, that if such documents are intended to be effective training manuals for use in Tanzania, they should be rewritten.

Updating of TFAP Documents

When the TFAP was written, it was recognized that periodic updating would be needed to keep pace with ongoing political developments. In 1991, the original Project objective was:

An updated TFAP and the draft sectoral Five-Year Development Plan 1993/94-1997/98 prepared

The original target was to have a revised version of TFAP and the draft Five-Year Plan prepared and disseminated by the end of 1993.

Subsequently, the Government of Tanzania changed its planning system. To fit with the current system, the Project objective has been revised to:

An updated TFAP to fit in with the new 3-year Rolling Plan and Forward Budget System, to cover 1994/95-96/97, with projections for 1997/98-1999/2000

To update the Tanzania Forestry Action Plan, a two-phase process is envisaged. First, after preparation of a number of review papers, FBD Section Heads are to discuss the papers. Then Project staff were planning to prepare a draft plan to reflect the major policy and economic changes. This revised plan should also take into account the Regional Forestry Action Plans developed, and the Village Consultative Process. Once the revised TFAP is approved by FBD, then it will be widely discussed with a broader audience in draft form, modified, finalized, and adopted (See Appendix 2 to Annex 1.)

In connection with this Review, FBD sponsored a workshop on "TFAP Implementation and Future Strategies," held on 19 November 1993. This workshop was attended by approximately 40 representatives of FBD, other agencies, donors, NGOs, and the private sector. At the workshop presentations considered how TFAP relates to the general policy context, progress in TFAP implementation was reviewed, and key issues for updating TFAP were discussed. Five working groups discussed and provided recommendations on questions relating to policy and legislation, natural resource administration, participation, human resources development and training, and privatisation of forest industries.

This workshop represents valuable input into the TFAP updating process. Many Workshop participants who came from outside of FBD expressed their desire to be involved in the updating process, and agreed that broad participation -- from the village level up -- is needed to effectively update the TFAP.

Workshop participants also recognized the need to integrate TFAP into other macro policy developments, such as the national development planning system (3-year forward planning and rolling budgeting system), land use and environmental policies, streamlining of government activities and encouragement of the private sector. These updating issues are discussed in greater detail in the companion review document on TFAP implementation and future strategies.

The goal is to complete the revised TFAP for implementation in the new financial year beginning 1 July 1994. The revised plan will be integrated into the 3-year planning system, covering the period 1994/5-96/97, with projections for an additional three-year period.

Table 1. Special studies, guidelines and training materials produced
(as of November 1993)

Studies completed:

Economics of afforestation (O'Kting'ati)
Used in workshop for current and potential businessmen or investors in Tanzanian wood industries

Options of Forest Administration (Mtuy)
Some options currently being implemented, as the author is now the Director of FBD; presented at Donors Meeting (Feb. 93)

Gender Issues in TFAP (Shaba)
For updating TFAP; for use by Community Forestry Section; discussed by FBD; input into TANGO report and workshop

NGO Involvement in TFAP implementation (TANGO Consultants)
For updating TFAP

Study on Forestry Sector in the Economic Context (Vehkamaki)

Guidelines and training materials:

Wood harvesting guidelines
Sent to several Regional offices and projects, and to FITI Report, "Third and Fourth Course in Project Planning and Implementation for the Tanzania Forestry Action Plan"

Training material and report of training workshops

Ongoing studies:

Comparative analysis of forest industries' associations

Planned studies:

Macro economic linkages
Consulting services in Tanzania (related to forest industries)
Incentives for Plantation Development
Sustainable forest management standards

Additional documents, or reviews, written for updating the TFAP:

Forest Management and Ecosystem Conservation (Mbwana)
Bioenergy (Sawe)
Forest Policy and Administration (Mnzava)
Beekeeping (Kihwele and Kilon)

Other review papers in progress:

Community Forestry (Mlenge)
Wildlife (Mbano)
Human Resources Development (Ntumbo)

Other documents to be used in the updating process:

Forest Industries (Kuringe)
Wood-Based Industries Programme (Harvesting) (Mbonde)
Forest Research Master Plan (Tanzania Forestry Research Institute)

Second, efforts are underway to revamp the approach to regional and district planning. The Project is supporting efforts to develop district-level forestry plans, to be developed with rural resource users. After time, as this process spreads, then the national Forestry Action Plan would be revised, to be based on the bottom-up plans. This latter approach to revising the national forestry plan will be a long-term endeavour.

The Review Team met with many agency and donor representatives, as well as field forestry staff, who were unaware that the updating process was underway, or even being contemplated. Even some FBD staff were not well-informed about ongoing reviews for their own sections. Some individuals who have authored updating reviews were not sure how their reports would fit into the process.

A major concern is whether the various individual reports will be adequate to cover the macro policy changes, or reflect the experiences gained in implementation of the TFAP programmes and development of the RFAPs. Most reports seem relatively limited in scope. In addition, some reviews do not critically evaluate the previous background papers prepared for the original TFAP, thus making it difficult to evaluate changes.

4. PROJECT PERFORMANCE OF IMPLEMENTATION PARTNERS

4.1 Government of Tanzania

The Forestry and Beekeeping Division has primary implementation responsibility for the Project activities. The focal point for Project Support has been the TFAP Coordination Unit, which was originally part of the Planning Unit.

In July 1993, the TFAP Coordinator's position was redefined to be that of Donor Coordinator, and moved out of the Planning Unit. The Planning Unit, which continues to support the information systems component of the Project, has shrunk from a staff of five to two officers. The Coordinator's work responsibilities are such that he often can meet with Indufor staff (and the Review Team) only outside of normal working hours.

At a November 1993 workshop on TFAP Implementation and Future Strategies, many participants expressed the belief that the TFAP Coordination Unit lacks adequate authority and staff for effective inter-agency coordination. Recommendations were made that the TFAP CU should be elevated to a higher position, perhaps to the Planning Commission within the President's Office or to the Planning Section of the MTNRE. The Forestry and Beekeeping Division, however, argues that the TFAP CU would be rendered ineffective if it were separated from FBD. Most observers, however, agree that the Coordination Unit needs more staff and support.

The Director of Forestry and Beekeeping assumed his position in December 1992. Understandably, Project activities and work programmes had to be adjusted to fit with the new management style and priorities. A major difficulty has been the Director's lack of familiarity with the TFAP.

As the implementing agency, FBD makes decisions on workshops, short-term consultancies, reviewing Project reports and studies, and other Project activities. Under current arrangements, the Director wishes to discuss most issues thoroughly with his senior staff before taking any decisions. Consequently, many severe delays occur in decision-making, which delay implementation of planned Project activities.

As the role of the Consultant Company is to support the implementing agency, FBD needs to provide clear guidance to the Consultant on the types of assistance desired. In the past year, misunderstandings have arisen between FBD and the Consultant, leading to a difficult working situation.

The Principal Secretary of the MTNRE chairs the TFAP Steering Committee and the Director of Forestry and Beekeeping has been responsible for convening local donor meetings. The TFAP CU serves as the Secretariat for these meetings. These meetings were originally held on a quarterly basis, to facilitate coordination on TFAP implementation. The last Steering

Committee meeting was held in September 1992, and the last donor meeting in May 1993.

The Government of Tanzania would prefer that donor funds for development assistance be provided directly to Treasury, for disbursement to the implementing agency. Other donors who have used this approach, however, have noted delays in disbursements and insufficient accountability, with detrimental impacts on project implementation.

The TFAP Steering Committee was given oversight responsibility for Project implementation. As this committee has not functioned in the past year and a half, the Government of Tanzania and FINNIDA have discussed establishing a Project Steering Committee. The Review Mission supports this proposal.

Because of insufficient support to the TFAP Coordination Unit, lack of Steering Committee and donor meetings, and other delays or lack of action by the MTNRE, FINNIDA is concerned about the Government's apparent lack of commitment to both the Tanzania Forestry Action Plan and the Project.

4.2 Consultant Company

Indufor Oy has been involved providing technical assistance and backstopping to FBD for the preparation and implementation of the Tanzania Forestry Action Plan since 1988. Indufor Oy provides technical assistance, training and other consultancies, procurement, and control of Finnish inputs. Three different Indufor staff members are involved with the Project management activities. Indufor staff members visit Tanzania regularly, but no consultant staff reside in Tanzania.

Although the Finnish Consultant company has responsibility for controlling Finnish inputs to the Project, Project work plans, budgets and reports are developed jointly by FBD and Indufor staff members. Project management is jointly handled out of Helsinki and Dar es Salaam.

Most FBD staff members do not understand Indufor's role or activities. They argue that more transparency is needed, with respect to both activities and financial expenditures. FBD would prefer the Consultant to report directly to FBD, not to FINNIDA or any other party.

The proposed Project Steering Committee would also provide a mechanism for the Government of Tanzania and FINNIDA to provide more guidance to the Consultant's activities and increase the transparency of financial issues.

4.3 Tanzania Association of Non-Governmental Organizations

The Tanzania Association of Non-Governmental Organizations (TANGO) is an umbrella organization, composed of member non-governmental organizations and associations. Although TANGO was not explicitly identified as an implementation partner, it has been a focal point for Project assistance to non-governmental organizations.

Several difficulties in this arrangement have been noted, such as lack of formal written agreements on support to be provided by the Project, or actions to be undertaken by TANGO, concerning the development of a NGO database. Everyone agrees that provision of donor support to a NGO

organization through a government body, i.e., the TFAP CU, has been problematic. Neither FBD nor TANGO wish to continue with this arrangement. Nonetheless, needs remain for strengthening NGO participation in the TFAP.

TANGO is still a relatively weak membership organization. Many of its members are urban-based, rather than rural grassroots organizations. TANGO needs training, assistance, and experience to develop a clear strategy for articulating NGO perspectives in national fora. More efforts are needed to support activities of other NGOs and grassroots organizations in forestry.

4.4 Tanzania Forest Industries Association

Similarly, TAFIA was supported by the Project, as a major means for promoting private sector industrial development. Arrangements between the Project and TAFIA were informal, without explicit written agreements. The Project involved TAFIA in training and a survey of forest industries. Project funds paid for TAFIA's rental of office space and some other operating expenses. Indufor staff met with TAFIA staff, to agree upon Project support and work programmes.

TAFIA management has been very unhappy with the decision to cut Project assistance. TAFIA leadership believes that they have been following the agreed-upon work programme, and argue that it is premature to cut assistance, as they have had insufficient time to become self-supporting.

4.5 FINNIDA

FINNIDA has provided support to the Project through backstopping and financial support. Among her other duties, a FINNIDA Second Secretary of Development Cooperation, based at the Finnish Embassy in Dar es Salaam, is responsible for monitoring Project activities and providing administrative assistance. She serves as a liaison between FINNIDA headquarters in Helsinki and the Government of Tanzania, contacting the GOT when necessary to follow-up and discuss Project activities. She also maintains a continuous discussion and interaction with other donors on forestry and related issues.

Based in Helsinki are the Country Programme Officer for Tanzania and the Forestry Advisor, who also assist with and advise on Project implementation, and periodically visit Tanzania.

FINNIDA has its own criteria for project design, reporting, monitoring, and evaluation. During the course of the Project, FINNIDA has repeatedly changed its reporting requirements concerning monitoring of Project achievements, problems, work plans, financial expenditures and budgets. Consultants who are technical advisors to FINNIDA projects regularly advise FINNIDA on technical, policy, and project implementation issues.

Currently, all FINNIDA Projects submit monthly and semi-annual reports, annual work plans and budgets, and quarterly financial reports. Indufor and FBD staff jointly prepare these reports. These reporting requirements constitute additional work for FBD staff members, in addition to their required reporting to the Government of Tanzania.

5. PROJECT EXPENDITURES AND COST-EFFECTIVENESS

Major questions in assessing project performance relate to issues of cost effectiveness. How do inputs into project activities compare with outputs? Do the results justify the expenditures of money, time, and other resources? Could have the results been achieved in other, more cost-effective ways?

5.1 Finnish Inputs

The Review Mission faced difficulties in assessing the cost-effectiveness of Finnish inputs to Project activities, due to the FINNIDA reporting systems. These reporting systems categorize expenditures on the basis of types of inputs, rather than Project activities.

When the Project Document was prepared, an overall FINNIDA budget of 6,000,000 Finnish marks was proposed (Table 2). After Project implementation began, FINNIDA changed its financial reporting system twice. The cumulative FINNIDA-funded Project costs are shown in Table 3.

Due to slow disbursement of funds and Project savings, the Project could not spend its entire budget by 31 December 1993. Therefore, the two governments agreed to extend the current Project through December 1994. Based upon October to December 1993 estimates, it had been anticipated that 649,000 Finnish marks (approximately 51.9 million TSh) would be available for 1994 funding. Subsequent calculations, correcting for earlier over-estimates, showed that 1.425 million Finnish marks (approximately 125 million TSh) remain for Project activities [February 1994 estimate].

To assess the relative inputs according to Project components, the Review Mission asked the Project staff to provide an estimated breakdown of expenditures. These estimates were difficult to compile, as records are not kept by activity. The total estimates (July 1991-September 1993) are shown in Table 4. Table 5 provides an estimated breakdown of local recurrent expenses for the periods December 1992-March 1993 and June-September 1993.

Table 4 indicates that most FINNIDA funding has gone to support regional- and district-level planning (27.5 percent), local administrative and recurrent costs (19.1 percent), public awareness campaigns and the village consultative process (11.5 percent), updating of TFAP (10.5 percent), and information systems (7.9 percent). Relatively minor amounts of Project funding have gone to support special studies (5.5 percent), industrial development (4.1 percent), NGO involvement (8.8 percent), and interagency (2.8 percent) and donor coordination (2.4 percent).

Table 2. Project Budget for 1991-1993, Donor Inputs (Finnish marks)

Budget Category

(FIM 1000)	Quantity	1991	1992	1993	Total	
<u>Personnel Costs</u>						
Expatriate consultants	35 months	546	630	294	1470	24.5%
Local consultancies	80 months	139	189	176	504	8.4%
International travel		168	252	100	520	8.7%
Local travel		42	84	30	156	2.6%
Sub-total		895	1155	600	2650	44.2%
Seminars and training		600	800	150	1550	25.8%
<u>Material costs</u>						
Car and maintenance		210	63	30	303	5.1%
Computer and office supplies		42	84	10	136	2.3%
Sub-total		252	147	40	439	7.3%
<u>Printing and communications</u>						
Printing and copying		63	252	77	392	6.5%
Communications		42	42	20	104	1.7%
Sub-total		105	292	97	496	8.3%
<u>Local services</u>						
Local admin. support costs		126	168	40	334	5.6%
Back-up support to TAFIA		105	114	25	244	4.1%
Sub-total		231	282	65	578	9.6%
Total		2083	2678	952	5713	95.2%
Contingency		<u>105</u>	<u>134</u>	<u>48</u>	<u>287</u>	<u>4.8%</u>
GRAND TOTAL		2188	2812	1000	6000	100.0%

Table 3. Cumulative Project Costs (Finnish marks)*, July 1991-June 1993

Table 3.1 Cumulative Project costs, July 1991-December 1992

Cost Category	Financial Quarters						Cumulative
	3/91	4/91	1/92	2/92	3/92	4/92	
Consultants, expatriate	222000	168831	201786	116594	81453	96870	887534 22,9%
Consultants, local	19674	14253	30056	40241	35921	54786	1082465 5,0%
Teachers, expatriate	191776	675277	441393	42732			2433643 34,9%
Teachers, local	59661						2493304 1,5%
Travel, international	53518	68557	92473	39219	48704	43495	2839270 8,9%
Travel, local	10288						2849558 0,3%
Equipment, external		2645					2852203 0,1%
Equipment, local		83833	51789				2987825 3,5%
Recurrent, external	17682	28929	27031	19315	20005	28342	3129129 3,7%
Recurrent, local	60762	107804	249134	90346	127549	103200	3867924 19,1%
Total	635361	1150129	1093662	348447	313632	326693	3867924 100,0%
Cumulative Total	635361	1785490	2879152	3227599	3541231	3867924	

Table 3.2 Revised financial plan for 1993

(FIM 1000)	A c t u a l				P l a n n e d
	1/93	2/93	3/93	4/93	Total 93
Technical assistance, expatriate	283	172	179	215	849
Technical assistance, local	64	33	23	80	200
Teachers				100	100
Investment				25	25
Recurrent, foreign	22	16	13	40	91
Recurrent, local	119	29	40	30	218
Total	488	250	255	490	1483

Table 3.3 Disbursement report, September 1993

Disbursements in 1991-93 (FIM 1000)	Original budget	Actual and planned	Balance	
1991	2188	1784	403	18%
1992	2812	2082	730	26%
1993	1000	1483	-483	-48%
Total	6000	5351	649	11%

*NOTE: The Finnish fiscal year runs from 1 January through 31 December. The Tanzanian fiscal year, in contrast, runs from 1 July through 30 June.

Table 4. Estimated Breakdown of Project Costs (Finnish marks)
by Main Activities, July 1991-September 1993

Project Component	Financial Quarters									Total	
	3/91	4/91	1/92	2/92	3/92	4/92	1/93	2/93	3/93		
Information systems	50	60	80	30	20	50	55	20	21	386	7.9%
Reg. and Distr. planning	260	490	450	60	10	10	20	24	12	1336	27.5%
Inter-agency coordination	15	30	20	10	11	10	17	12	10	135	2.8%
Donor coordination	10	25	15	10	13	8	15	10	9	115	2.4%
Special studies	30	40	30	20	10	20	74	22	20	266	5.5%
NGO involvement	70	220	70	10	12	8	18	10	10	428	8.8%
Public awar. & cons. process	79	117	80	58	50	50	70	35	18	557	11.5%
Industrial development	40	30	60	10	10	8	16	14	12	200	4.1%
Up-dating of TFAP	20	30	40	50	50	60	84	74	103	511	10.5%
Recurrent local (undivided)	61	108	249	90	128	103	119	29	40	930	19.1%
Total	635	1150	1094	348	314	327	488	250	255	4861	

Semiannual Trends in Project Expenditures by Activity (percentage)

Project Component	Semiannual Periods					Total
	7-12/91	1-6/92	7-12/92	1-6/93	7-9/93	
Information systems	6%	8%	11%	10%	8%	8%
Reg. and Distr. planning	42%	35%	3%	6%	5%	28%
Inter-agency coordination	3%	2%	3%	4%	4%	3%
Donor coordination	2%	2%	3%	3%	4%	2%
Special studies	4%	3%	5%	13%	8%	6%
NGO involvement	16%	6%	3%	4%	4%	9%
Public awar. & cons. process	11%	10%	16%	14%	7%	12%
Industrial development	4%	5%	3%	4%	5%	4%
Up-dating of TFAP	3%	6%	17%	22%	40%	10%
Recurrent local (undivided)	10%	23%	36%	20%	16%	19%
Total						
(FIM)	1785	1442	641	738	255	4861

Table 5. Summary of Recurrent Local Expenditures (Tanzanian shillings),
December 1992-March 1993 and June 1993-September 1993

Cost Item	12/92-3/93	6/93-9/93	Total	
Project car	536,580	1,902,526	2,439,106	20.1%
Other transport	72,700	90,300	163,000	1.3%
Secretarial and photocopy	278,450	379,085	657,535	5.4%
Office materials	536,590	326,370	862,960	7.1%
Communication	12,554	78,631	91,185	0.8%
Support services	401,900	241,800	643,700	5.3%
Sub-total:	1,838,774	3,018,712	4,857,486	40.0%
Meetings, workshops and seminars	4,244,283	42,000	4,286,283	35.3%
TAFIA and forest industries	131,010	1,129,250	1,260,260	10.4%
TANGO		702,224	702,224	5.8%
Regional support	124,790		124,790	1.0%
TAFORI	81,625		81,625	0.7%
TOTAL	6,420,482 (52.9%)	4,892,186 (40.3%)	12,139,618	100.0%

This table represents a summary of expenses for December 92 - January 93, 17 January - 28 February 1993, March 1993, June to August 1993, and August to September 1993.

When the Project was prepared, the rate of exchange was:

50 TSh = 1 FIM

As of November 1993, the rate of exchange (bureau de change) was:

460 TSh = US \$1.00 = 5.7 FIM; or 80 TSh = 1 FIM

5.2 Tanzanian Inputs

The Project Document specified that the Tanzanian government would supply "staff, operational supplies, office space, etc." The value of these inputs was estimated to be 480,000 Finnish marks. No budget breakdown was provided. None of the Project reports made available to the Review Mission have presented any information on the actual expenditures of the Tanzanian Government to support Project activities.

FBD has extremely cramped office space, with one set of offices located in the city centre, and another set located at the "Ivory Rooms," on the road to the airport. In the city centre, the Planning Unit has one office, where the computer equipment is located. Another office is designated for the Donor Coordinator.

Throughout the Project, frequent problems have occurred with electricity and communications, thus lessening productivity. Communications between FBD Sections is difficult, due to the distance between the two offices, and hamper information exchange. National communications, e.g., mail, telephone, telex -- between FBD headquarters, regions, districts, and field Projects -- is also slow and uncertain.

As discussed earlier, FBD staff within the Planning Unit have worked on Project activities. Other staff members within the forest administration (FBD, Regional and District Forestry and Beekeeping Officers) have participated in various Project activities. Community Forestry officers, for example, have been involved in the village-level consultations and ongoing district planning. Regional and district staff have participated in training, developed the Regional Forestry Action Plans, and conducted the village consultations.

5.3 Cost-effectiveness

In considering Project cost-effectiveness, several key areas need to be examined. The Project's major expenditures have been for consultancies, for technical assistance, training and special studies. Other costs include other training expenses; international and local travel; some equipment, such as a vehicle and computer equipment; and recurrent operating expenses. Annex 2 presents a detailed examination of outputs achieved with the inputs expended, organized according to major Project components, and discusses semiannual trends in FINNIDA-funded expenditures.

As of September 1993, the Project had employed 25 local and more than 15 expatriate short-term consultants, representing a total of 52 months of local and 29.5 months of expatriate consultants' time. Thus, two-thirds of the time came from local consultants. Expatriate consultants are more costly, in terms of professional fees, travel, and per diem. Project staff have maximized use of local consultants wherever possible. For regional and district planning, only expatriate consultants were used. In all other Project components, local experts were employed more than foreign ones.

Most Project consultants have been men: only four Tanzanian women and three expatriate women worked as consultants, accounting for five months (10 percent) and eight months (27 percent), respectively, of the inputs.

It is often cost-effective to focus on "training of trainers." When the Project purchased computer equipment, the suppliers provided FBD staff with some training on use of word processing (WordPerfect) and spreadsheet (Lotus 1-2-3) programs. Additional computer training was provided by Indufor consultants and staff. It was expected that trained staff would then train other staff members: it is unclear, however, to what extent this has happened. Computer equipment use has been less than optimal, as some staff members using computers are not very proficient typists.

The cost-effectiveness of expensive expatriate consultants is increased by having them work with, and train, local counterparts. Teaming of local and foreign experts was a strategy used in preparing many TFAP background papers. During the current Project, local counterparts have participated in training for regional and district planning, conducting village consultations, and training workshops for NGOs and the private sector.

The overall costs of expatriate advisors, consultants, and teachers account for at least 57.7 percent of the Project expenditures to date (actual through September 1993 and planned for fourth quarter, 1993). This amount includes personnel costs for Indufor staff. For the same period, costs of local technical advice, consultants and teachers has been at least 8.5 percent. Salary costs of FBD staff were not paid out of FINNIDA funds, and therefore are not included.

This Project has not had resident expatriate advisors. Indufor staff come to Tanzania periodically, usually every 2-3 months for one to two weeks. While the airfare, hotel and per diem costs are expensive, these costs are less than those of supporting a full-time resident expatriate advisor. Initially this approach worked well, as activities launched during TFAP preparation were continued. As implementation has progressed, however, difficulties have arisen, and this strategy has not been very cost-effective. Some recent visits have not been very productive, as FBD has been unable to make certain decisions regarding Project activities.

During this Review, FBD staff members have expressed a range of views concerning the advantages and disadvantages of expatriate advisors. Concern has been expressed that the activities of intermittent advisors are not transparent. On the other hand, FBD believes that some expatriate advisors have had limited usefulness and consume a large portion of project funds. FBD has noted that "the matter should be dealt with when discussing the next phase of the Finnish support to TFAP implementation."

The Review Mission, therefore, recommends that this approach be reconsidered. It would be useful to examine possibilities of having a long-term Project advisor resident in Tanzania, in lieu of intermittent visits and some of the short-term consultancies. Such an advisor could work either part-time or full-time on Project activities, depending upon how the position was defined. The advisor could: (1) provide technical guidance on participatory approaches to regional, district and village planning; (2) if possible, also deal with issues concerning information systems management, monitoring, and evaluation of forestry programmes and activities; and (3) provide backstopping for Project management. Such an approach might improve communications and transparency, and better maintain momentum of Project activities. Such a change thus could enhance the Consultant's support to FBD for implementation of the Project.

6. SUSTAINABILITY OF PROJECT ACTIVITIES

6.1 Policy and legal issues

The Project has not specifically addressed policy and legal issues. It was assumed that the Government of Tanzania would follow up on TFAP recommendations to revise the 1953 Forest Policy and 1957 Forest Ordinance to support the TFAP. To date, this has not happened. The most recent (1993) draft revised Forest Policy does not fully support TFAP objectives.

It was also assumed that the TFAP Steering Committee would be able to effectively promote interagency coordination on policy issues and guide the Project activities.

6.2 Appropriate technology

In considering the sustainability of Project activities, it is important to assess the appropriateness of the technology used. In this case, the technology has been the planning methodology and information systems.

The Tropical Forestry Action Programme outlines a comprehensive approach to national planning for the forestry sector. Following this basic approach, Tanzania developed a very comprehensive plan. Tanzania's Forestry Action Plan is widely considered to be one of the best and most successful plans developed.

By stressing national-level planning, the mechanisms for broad participation in planning, from the village level up, were initially inadequately specified. Through development of regional plans, village consultations, and more recently, village and district plans, broader participation in planning is being encouraged.

The Project has also used project planning approaches proposed in by FINNIDA's Guidelines for Project Design and Preparation. It is now using Participatory Rural Appraisal techniques in developing village land-use plans and district forestry plans.

The use of these planning methodologies has relied heavily upon the financial support and technical assistance of the donor community. At this point, many Tanzanians have training and experience in use of these methods, and could presumably continue with these planning approaches. The ability of the Tanzanian government to finance such activities, which have relied upon many meetings, travel, and special studies, however, seems questionable.

With respect to the information systems, the Project has worked with the goal of creating two modest databases, which would be easy for the Government of Tanzania to maintain. Collection of field forestry

statistics is progressing, with relatively low operational costs. The data is managed and analyzed by use of the spreadsheet software program, Lotus 1-2-3, which is flexible for FBD's needs. Concern has been expressed, however, that the Forestry Projects (FOPRO) database cannot be easily modified without the assistance of a computer programmer. Furthermore, FBD is also considering its overall information needs and wishes to adopt a more comprehensive database system. It is not yet clear, therefore, whether or not FBD will continue using and supporting the FOPRO database.

Another crucial issue for the sustainability of the information systems is the need to make them more interactive, with two-way flows of information between field officers and headquarters staff. Links should also be established with other environmental information systems in Tanzania.

6.3 Environmental protection

The Tanzania Forestry Action Plan promotes activities to combat deforestation and improve management of forest and other natural resources. Through better management of the forestry sector and implementation of the TFAP, Project activities can contribute to environmental protection. Greater efforts are needed to integrate the TFAP with the National Conservation Strategy for Sustainable Development.

6.4 Sociocultural and legal aspects/community participation

The Project has endeavoured to promote broader participation of Tanzanian society in the implementation and updating of the Tanzania Forestry Action Plan. This approach seems vital if public support for the TFAP is to be sustained. This effort is also part of larger changes in Tanzanian society, to build participatory and democratic political systems, decrease the role of government, and increase the role of NGOs and the private sector.

The Project has worked to broaden public awareness and involvement in TFAP implementation. More efforts, however, are needed to sustain participation of villagers, field officers, NGOs, and the private sector in these activities.

While the Project has tried to work with both women and men, monitoring of participation has not been disaggregated by gender. Thus, it is difficult to evaluate the degree to which women have participated in planning activities. It is clear, however, that women are heavily implicated in the implementation of TFAP activities. Particular efforts are needed to enhance women's participation in all levels of forestry planning and implementation, including their involvement in private sector activities.

6.5 Institutional and management capacity building

While the Project has supported efforts to enhance institutional and management capacity building of the Forestry and Beekeeping Division, the Project was not designed to address these issues in a comprehensive manner. Despite SIDA assistance to strengthen FBD's overall planning capabilities, human resources development and training, organizational management of the FBD still needs considerable strengthening.

The Project has worked to increase the capacities of the forest administration in planning, participatory development, intersectoral and donor coordination, and information management. The development of needed information and training of staff will have long-term benefits for FBD and regional and district staff. The Project has not specifically sought to improve the FBD's responsiveness to gender issues.

6.6 Financial soundness

In terms of financial soundness, the Project has focused on training activities. As Tanzanians are trained in new planning and information systems approaches, they can continue to use them in the future.

Funding is needed to continue to support regional and district planning, village consultations, workshops, training, and special studies, whether undertaken by the government, universities, research institutes, NGOs, or the private sector. Expenses are incurred in conducting meetings for intersectoral and donor coordination, for renting of meeting rooms, provision of refreshments or meals, honoraria for speakers, sitting allowances, photocopying and communications. If donor support for such expenses is not available, such meetings will probably be limited or curtailed. In the long run, when FBD's new offices are available, it should be easier to host meetings.

Regional plans were based upon the assumption that all activities will be funded by either the central Government of Tanzania or donors. Such plans would be more sustainable if local government, private sector or villager contributions were more seriously considered and supported. Project guidance to decentralized planning is now placing more emphasis on developing realistic plans that can be implemented with local resources, rather than relying upon external funding, from either the Government of Tanzania or donors.

6.7 Assumptions, risks and flexibility

Implementation of the Project has been flexible, in adapting the timetable and activities as experience has been gained. The Tanzanian authorities, however, would like greater flexibility and greater local say in the use of Project funds.

The Project Document identified the key risks to successful Project implementation as being limited FBD staff and changes in key personnel. Other risks included the uncertainties regarding the national planning system, proposed administrative restructuring of FBD and policy changes, and conflicting intersectoral interests in land use. A risk not adequately addressed was that other donor assistance might fail to contribute to strengthening the forestry and beekeeping administration, and how that could affect Project performance.

Although it was assumed that the Government of Tanzania would act to resolve some of these issues, not much progress has been achieved. Therefore, the overall implementation of TFAP has been constrained. This situation suggests that the long-term sustainability of the TFAP still remains at risk. Nonetheless, the current efforts to update the TFAP

provide an opportunity to reassess, and to try to develop more viable strategies for addressing these risks.

A major problem, however, is that as the Tanzania Forestry Action Plan was so comprehensive and ambitious, its implementation is quite challenging. Many people have had great expectations about what would be accomplished, and have been disappointed by the levels of funding and rate of progress, particularly if their own activities have not received adequate support. This situation poses a challenge for continued support of the TFAP.

Although the Project has worked with a wide variety of government forestry staff, many people, both inside and outside the Tanzanian government, perceive the Project staff to consist of merely the TFAP Coordinator and Indufor staff (whom some people confuse with FINNIDA or FTP). Similarly, many people consider the TFAP and the RFAPs to be simply plans to get donor assistance, rather than the guiding documents for all forestry-related activities in the country.

These perceptual differences, or public image problems, are quite serious. If Tanzanian foresters do not see the Tanzania Forestry Action Plan as relevant to their daily work, or understand the role of the TFAP: Support to Implementation Project, then neither the TFAP nor the Project will have sustainable, long-term impacts.

This situation poses an important challenge for updating the TFAP programmes and priorities. An updated Tanzania Forestry Action Plan must clearly articulate a shared vision of what is needed to better manage forest resources in Tanzania. It must have the broad support of Forestry and Beekeeping Division officers, as well as other implementation partners.

For the long-term sustainability of the Tanzania Forestry Action Plan, it will need to be adapted to be compatible with the national planning systems, which require sectoral plans. This requirement will require a creative solution, to maintain the intersectoral approach adopted in developing the TFAP.

7. RECOMMENDATIONS FOR IMPROVING PROJECT ACTIVITIES

The FINNIDA-funded assistance for the current Project has been extended through December 1994. The major recommended priorities for this period are improvement of overall Project implementation and coordination, development of a model district plan in Musoma Rural District, and updating of the Tanzania Forestry Action Plan and documents.

7.1 Overall Project Implementation

Due to the current status of Project implementation, the Government of Tanzania and FINNIDA should meet as soon as possible to discuss some urgent issues of Project implementation. Ideally, the Government of Tanzania should agree to create a Project Steering Committee, to include representatives of FINNIDA and the Consultant Company. The Project Steering Committee would be responsible to oversee work programmes, approve budgets, monitor and review Project implementation, and recommend necessary adjustments to Project implementation.

The proposed Project Steering Committee could serve as the forum to:

- reconsider how the Project fits in with current Government priorities and commitments;
- review the implementation progress on Project components and decide which Project components should be supported for the remainder of the current Project;
- clarify the roles and responsibilities of the implementation partners, including those of the Consultant Company; and
- decide whether the above decisions require a formal amendment of the Project Document.

Activities undertaken and funded by the Project need to be seen as FBD and Project activities, approved by Project staff. Efforts are needed to eliminate existing confusion as to whether activities are supported by the TFAP Coordinator, Indufor, FINNIDA, FTP, or others. By involving more FBD staff in Project activities, transparency of Project activities and expenditures can be increased.

7.2 Regional, district-, and village-level planning and public awareness

The efforts of forestry and beekeeping officers to work with rural people on developing decentralized forestry and land use plans should continue to be encouraged. These plans should focus on:

village-level up approaches -- whereby village participatory rural appraisal exercises, consultations, and land use plans are developed first, to serve as the basis for subsequent district, regional and national plans.

The Village Consultative process should be the basis of future updating of RFAPs and district plans, rather than following them. Thus, the RFAPs should become more "people's plans," rather than primarily reflecting government plans. RFAPS should not be updated until district plans are completed. The Project's efforts to develop district plans are expected to contribute to this objective.

broad participation -- of different types of resource users (e.g., farmers, pastoralists, etc.), youth, NGOs, private sector interests, associations, projects, various government agencies. Women's participation is crucial and must be enhanced at all levels. Adequate monitoring is necessary to ensure participation is equitable and representative by different social groups and by gender.

Therefore, greater emphasis must be given to local participation in resource management, in terms of both responsibilities and benefits. For example, mechanisms must be developed to share revenues from forest reserves and plantations with surrounding villages; involve villagers in fire protection, etc. Efforts being developed for wildlife management may serve as models for forestry.

Regional Forestry Action Plans should cover all the forestry-related activities within a given region, whether undertaken by central government (FBD), donors, NGOs, the private sector, villages or individuals, such as catchment forests, national parks, industrial plantations, village woodlots or nurseries.

popular communication -- for broad participation, people must understand the issues and plans being developed. Therefore, plans should be available in Kiswahili. Use of popular and traditional communication forms, such as drama, song, and dance, may be important for reaching villagers, particularly rural poor and women.

multisectoral collaboration -- to ensure that plans can address land use, natural resource, environment and sustainable development concerns adequately, and be integrated into the overall national development planning systems, i.e., the Rolling Plan and Forward Budget system. The plans must develop integrated, multi-sectoral responses to villagers' problems and include village-level actions.

realistic strategies -- that can be undertaken with available resources, rather than "wish lists" requiring substantial outside inputs or funding, which may or may not materialize. These plans should clearly state local priorities, local willingness to undertake action, and local resources available to implement the plans.

Regional and district planning needs to be seen as part of a larger process, leading to implementation, monitoring, evaluation and updating of plans. As planning and implementation are closely related, it seems unwise to plan without having some assurances of

funding. Where possible and necessary, modest "seed funding" should be made available -- as grants or revolving funds -- to assist villagers to begin implementing their plans.

priorities -- plans should clearly articulate an order of priority for funding and implementation of programmes and projects.

ongoing processes -- regional, district, and village planning needs to be seen as part of a larger process, leading to implementation, monitoring, evaluation and updating of plans. Broad popular participation in all phases is essential.

training -- for villagers, foresters, and others need training in participatory bottom-up and multi-sectoral planning and implementation. Field staff and villagers also need more training on problem identification, needs assessment, collection and analysis of information, e.g., questionnaires, and other participatory rural appraisal techniques.

Training and technical assistance for field staff are needed to ensure that the RFAPs and district plans are compatible with the regional sector plans developed for the Rolling Plan and Forward Budget.

applied research -- plans should identify local information and research needs, and communicate these to FBD, and research and training institutions. Research and training institutions may be able to provide staff and students to carry out applied field research or analysis, to assist regions and districts with technical or planning issues. With proper feedback from the regions and districts, flow of information and technical guidance from FBD, research and training institutions to the field could be improved.

The effectiveness of public awareness efforts should be assessed.

Many Project awareness activities rely upon the mass media -- such as radio programmes, newspaper articles, calendars, and distribution of Tunza Miti Ikufae. These efforts should be assessed and compared with alternative forms of communication. Which audiences do they reach? What impacts do they have on awareness and behaviour?

7.3 NGO and private sector involvement

Although more support is needed for NGO and private sector forest industry activities, continuation of Project support to TANGO and TAFIA through the FBD does not seem desirable.

Support planned to TAFIA, TANGO or any other organisation should be clearly specified in writing [in the project document and any subsequent agreements]. This omission has led to confusion between the Project personnel and these institutions.

Based upon the experience to date, it is recommended that any future support to NGOs or the private sector should be provided directly by donors, and should not be channelled through the government.

Efforts are needed to work with the NGO community and private sector, to develop strategies to more fully involve them in the implementation of the TFAP and TFAP updating process.

In Tanzania, many non-governmental and private sector organizations and associations need institutional strengthening, management training and human resources development. Therefore, projects to support such organizations need well-designed, long-term strategies to achieve these objectives.

As TANGO does not represent the interests of all NGOs, additional efforts are needed to encourage broader participation of NGOs in forestry activities. Greater efforts are needed to include a variety of NGOs in preparing, implementing and updating the TFAP and RFAPs. Similarly, participation of a variety of private sector representatives is needed in the entire TFAP process.

Funding is required to support activities of both NGOs and the private sector. For the private sector, access to credit lines is needed to promote local, as opposed to foreign, investment in forestry-related industries and enterprises.

Further studies are recommended to examine how funding or financing for the private sector forest industries can be encouraged and supported. For example, what would be suitable terms for long-term concessions for managing and utilizing natural forests and woodlands? How can proper regeneration, management, utilization and harvesting of valuable species, e.g., mpingo, mvule, khaya ("national trees") be encouraged?

7.4 Information systems

To build capacity in the Forestry and Beekeeping Division, and to enhance monitoring of TFAP implementation, existing information systems must be improved.

Attention should be given to identification of appropriate indicators for monitoring and evaluation purposes, and collection of necessary data. Additional expertise and training in this area may be required.

Information systems need to be interactive, serving the needs of FBD, field officers, personnel in other agencies, non-governmental organizations, the private sector, and others.

Before attempting any further design of information systems for forestry statistics, a consultative process among potential users should be undertaken. This process should focus on user needs at all levels and not just at the national level as has been the case in the past. Potential users would include:

forestry staff at the district, regional, and national levels;
FBD section heads;

technicians from other institutions doing computerized database development in the country; and

others -- such as universities, research institutes, NGOs, private sector, or donors -- working on forestry activities.

Efforts to improve communication between national and regional offices should be continued. The aim should be to develop an interactive, multi-directional information system, rather than an archival system where information flows primarily in one direction -- from the field to headquarters.

Participants in TFAP implementation -- FBD, TAFORI, educational institutions, other sectors, donors, NGOs, private sector, and villagers -- must contribute to identification of needs for further special studies, applied and basic research.

In the long run, the Tanzanian government must invest in forestry research, rather than only relying upon donors to fund special studies. Ministerial budgets should set provisions for special expert consultancies and research.

Forestry information systems should be integrated with other existing information systems in Tanzania, particularly environmental information systems.

To improve information exchange between sectors, FBD staff members should participate in future workshops concerning computerized database development, standards and possibilities of data exchange.

Training is needed in terms of data collection, analysis, and use; computer (and typing) skills. Such training should include not only collection and analysis of traditional forestry, biophysical and economic data, but also relevant sociocultural data.

Computer training could be made more cost-effective by including a larger component of in-house training such that knowledge of spreadsheet and database program penetrates to a deeper level within FBD staff. As the departure of particularly well-trained staff is inevitable, those staff members should insure that others will be able to carry on duties after their departure.

Training should include methods of data analysis so that FBD officials can extract the maximum use from the database. Staff receiving training in computer use should first receive basic typing instruction, if necessary, to make their use of the computer equipment more efficient.

Dissemination of information needs to be improved.

Information generated in TFAP reports, special studies, guidelines, and training materials needs better dissemination, discussion, and follow-up. Several complete sets of all TFAP working papers should be available in several locations, including the universities, colleges, other training and research institutions.

Ways must be found to improve information to donors and other TFAP implementation partners on TFAP implementation and improve exchange

of information on donor-assisted projects. Such information should not merely list ongoing activities, but provide an analysis of achievements, problems, and recent developments. Possible mechanisms include:

a regular newsletter to go to all TFAP partners;

technical meetings for government forestry officials and staff of donor-assisted projects to discuss and debate experiences, and share information to improve ongoing field activities; and

a donor workshop to review the effectiveness of TFAP support and discuss how improvements in donor-government collaboration could best be achieved.

7.5 TFAP Coordination, Special Studies, and TFAP Updating

The Government of Tanzania should strengthen the TFAP Coordination activities, through provision of adequate staff, authority, logistical support, and training. If the TFAP Coordination Unit is to function effectively, more support -- in terms of personnel and authority -- is needed from the Government of Tanzania.

Alternatives, such as strengthening the Coordination Unit in its current location within FBD, elevating the TFAP Coordinating Unit to a higher position within the MTNRE, or placing it within the Planning Commission, desire careful study and consideration. In many countries, TFAP Coordination Units have been most effective at intersectoral coordination when they have been placed within a national planning body.

FBD prefers that the TFAP CU remain within its current position. If it does so, however, it needs adequate authority so that it can effectively coordinate the activities of other sectors involved in TFAP implementation, such as agriculture, bioenergy, and wildlife management.

Staffing needs for the TFAP Coordination Unit be carefully reviewed, in light of TFAP CU responsibilities and government retrenchment policies. The Review Mission recommends that:

- For TFAP and donor coordination activities, at least two full-time staff members are needed.

They would be responsible for support to regional, district, local planning; support to public awareness activities and involvement of NGOs and private sector; monitoring of policy developments, including those in related sectors and those needed to support private sector activities; and monitoring of, support to, and coordination of donor activities. One should have the responsibility for overall management of TFAP CU.

- To support computer databases and information systems, at least two full-time staff members are needed, of whom one should be a trained computer programmer.

For other FBD planning functions, additional staff is needed to deal with budgeting issues, organizational management, human resources development and training needs.

The Government of Tanzania should reestablish the TFAP Steering Committee and donor meetings on a regular quarterly basis, and take other steps to strengthen collaboration among TFAP implementation partners.

The TFAP Steering Committee should be reactivated, or an alternative formal mechanism must be found to provide multi-sectoral coordination of programmes and activities. Such a mechanism should promote coordination and collaboration of government activities -- at all levels -- with those of NGOs, the private sector, grassroots associations, villagers, and other resource users.

To institutionalize intersectoral linkages, it is important to progress beyond joint planning to joint implementation of activities, such as training and field activities. Some collaboration, for example, has already occurred between agriculture and forestry with respect to agroforestry training and extension activities. Such approaches need to be strengthened and extended.

Greater coordination of donor activities is needed. FBD should hold local donor meetings more regularly, e.g., quarterly. Efforts are needed to include donors who work directly with regions and districts, rather than working through FBD, on forestry-related, integrated rural development and land husbandry activities.

Any future donor-assisted project activities should be clearly distinguished from those supported by other donors to avoid overlap.

The Government of Tanzania should make commitments to a broadly participatory and timely process of updating the TFAP, and to integrating it with other ongoing policy and planning processes.

The Project has funded special studies and reviews for updating, and preparation of RFAPs and village consultations. FBD plans to discuss these studies and reviews. Project staff plan a "writing retreat" to prepare a draft of an updated TFAP for review and discussion. Efforts are needed to ensure that the updating process is seen as a participatory one, rather than viewed as the work of a few individuals, e.g., the TFAP Coordinator and the Consulting Company.

Updating of the Tanzania Forestry Action Plan and TFAP documents needs to adequately consider several crucial issues to build capacity of various TFAP implementation partners. Detailed recommendations are provided in the companion report.

The TFAP must be updated to reflect overall government, as well as FBD, priorities and planned activities. The TFAP and the Project, therefore, must be understood and supported by all FBD staff -- not just seen as an activity undertaken by the TFAP Coordinator.

8. FUTURE TANZANIAN-FINNISH COOPERATION

8.1 Tanzanian Interests

The Forestry and Beekeeping Division has expressed its interest in having continued support from FINNIDA to build the capacity of FBD to better manage forest resources. Proposed implementation of a future Project would be through the Forest and Beekeeping Division.

FBD identified areas needing further support:

- Information systems

- Regional and district planning

- Seed money for implementation of regional and district plans

- Special studies, study tours and training needed for TFAP implementation, for both FBD staff members and other target groups

- Forestry Research

The FBD would like to develop a more comprehensive information, or database, system. It is not yet clear to what extent such activities might be supported by other projects. It is clear, however, that donor overlap in this area should be avoided.

Support is needed to strengthen the capacity of FBD at all levels to prepare plans and projects. To implement TFAP, greater focus is needed on regional and district planning and actual field implementation of the plans. The FBD believes that "seed money" should be provided in certain priority regions, as incentives to field staff. Such funds might cover transport, office equipment and supplies, allowances for field work, and support for participatory planning and PRA activities. Funding could also be used to facilitate villagers' activities, e.g., quick reservation of local forests.

Special study and training tours are required concerning forest management standards, rules and regulations regarding forestry activities on public lands and large farms. Study tours are needed to expose staff to various developments in forestry, especially private forestry, commercial forestry, and environmental forestry.

The Tanzanian government, through Treasury, has already submitted a request to FINNIDA to consider separate funding to support the Tanzanian Forestry Research Institute (TAFORI). FINNIDA already has supported the development of the Tanzania Forestry Research Master Plan. Discussions are also underway with the Netherlands on possible support for forestry research.

8.2 Finnish Interests.

The Finnish International Development Agency (FINNIDA) is interested in providing support that will assist in building up national capacity to manage forest resources, increase people's participation and address rural poverty.

In Tanzania, FINNIDA has previously supported private and parastatal forest industries, forestry training, and NGO forestry activities. Currently FINNIDA funds other forestry-related projects in Tanzania -- the East Usambaras Forestry Project in Tanga Region and Rural Integrated Project Support (RIPS) in Mtwara and Lindi Regions. The East Usambara Project is focusing on forest conservation, whereas the RIPS Project focuses on integrated rural development. FINNIDA also assists the Zanzibar Forestry Development Project. FINNIDA hopes to fund forestry research in Tanzania in the future.

8.3 Recommendations of the Review Mission

Future FINNIDA support should be provided to a well-focused project or programme, which does not overlap with other donor activities. The project logic needs to be carefully and thoroughly developed, to ensure that all project components, inputs, and activities focus on addressing one core problem.

Two different possibilities seem feasible for future Tanzanian-Finnish collaboration. One approach would be to design a follow-up to the existing Project that would focus on further building of the capacity of FBD headquarters to coordinate information, planning, and implementation of the TFAP. Such a Project could be developed along the lines suggested by FAO, UNDP, and others for forestry capacity-building projects.

To build national-level capacity would require serious attention to policy, legal and administrative reform. It should be noted, however, that the FBD has consistently stated that such reforms are the responsibility of the Tanzanian government, and do not, therefore, require donor assistance. Suggestions for overall capacity-building needs are discussed in greater detail in the companion report. It would be important, however, to ascertain the ongoing efforts already funded by other donors to develop an integrated approach.

The second alternative -- preferred by the Review Mission -- would be to focus activities on bottom-up planning efforts in one or more rural districts. Currently the Project is developing a district forestry plan for Musoma Rural District in Mara Region. The Review Team recommends that the Project should consider providing some "seed money" to support village-level implementation efforts.

This approach could be extended as the focus of continued FINNIDA support to implementation of the TFAP. The Review Team suggests that "core problem" to be addressed should be: poor village- and district-level capacity to manage forest and related resources. Therefore, the project objective would be: improved village- and district-level capacity to manage forest, natural and land resources. This approach could contribute towards alleviation of rural poverty.

To develop sustainable plans that can be implemented, greater efforts will be needed to establish intersectoral linkages at the regional and district levels. Plans should be developed and implemented with the participation of all relevant actors -- government, local people, private sector, NGOs, and donors. The involvement of local people must include government officials, village elders, religious and traditional authorities, women, men, youth, and the rural poor.

Efforts are needed to develop intersectoral field activities, such as joint agricultural, livestock and forestry extension efforts to promote soil conservation, and agroforestry (including silvopastoral systems). It will be important to draw upon the experiences of other integrated development projects in Tanzania, particularly those supporting the TFAP land husbandry development programme.

District efforts could also be used to improve the collection of baseline forest statistics needed for planning, implementing, monitoring, and evaluating district and village-level activities. Coupled with improved data collection in the field should be efforts to provide the field with necessary information and guidelines from headquarters, research, and other regions. Information flows must become a more interactive, two-way system.

To improve field data collection, special studies or applied research may be needed. For example, district-level studies could be done to actually measure rates of deforestation and the economic contributions of forestry to the local economy. Other useful studies might include work on participatory management of natural forests, and indigenous knowledge systems and techniques for tree establishment and management. Research is needed to identify alternatives for promotion of private sector forestry activities, such as small-scale nurseries, woodlots, production of non-woody forest products, or enterprises based on forest products, such as furniture building. Where appropriate, such applied research could be conducted through TAFORI, SUA or UDSM research programmes. The Review Mission also urges FINNIDA and other donors to consider separate core funding for the Tanzania Forestry Research Institute, as an urgent priority. Forestry research programmes are needed to support overall implementation of TFAP.

To expand upon these efforts, further work is needed to disseminate information and coordinate activities between regions and on a national level. Such efforts could include meetings or training workshops for regional and district foresters. In addition, intersectoral workshops for regional land-use staff members could be conducted on a zonal basis, e.g., bringing together regional agriculture, livestock, natural resources, forestry, beekeeping, and planning staff from 4 or 5 regions, to share their experiences.

The goal should be not only to develop district-level activities, but to use the results from these efforts to improve national-level activities of the forest administration, related agencies, NGOs, and private sector.

When discussing FINNIDA support to a future Project, the Review Mission believes that it would be wise to consider whether Project activities could be better supported if the Consultant Company had a full-time advisor resident in Tanzania.

CONTRIBUTIONS TO REVIEW PROCESS

Review Mission Team

Ms. Paula J. Williams, Team Leader
Forest Sociologist (Consultant), Kampala
Mr. Aku O'Kting'ati, Team Member
Head, Forest Economics, Sokoine University of Agriculture, Morogoro
Mr. Peter Gilruth, Team Member
Environmental Information Specialist, United Nations Sudano-Sahelian
Office, New York

Advisory Committee

Mr. George P. L. Mbonde, Head, Forest Management Section, Forest and
Beekeeping Division
Mr. Idriss Kikula, Director, Institute of Resource Assessment, University
of Dar es Salaam
Ms. Generosa Kamuzora, Senior Economist, Agriculture and Natural Resources
Section, Planning Commission, President's Office
Mr. Mika Khalid, Environmental Officer, Tanzania Association of Non-
Governmental Organisations
Mr. Ambangile M. Ndepanya, General Manager, J. V. Trade Services Ltd.

Center for International Development and Environment (CIDE) World Resources Institute (WRI)

Mr. Tom Fox, Director
Mr. Peter Veit
Ms. Jennifer Green
Mr. Bruce Carbarle
Mr. Nigel Sizer
Mr. Jake Brunner

PEOPLE CONTACTED

[meetings held in Dar es Salaam unless otherwise noted]

Finnish International Development Agency, Helsinki, Finland

Ms. Helena Airaksinen, FINNIDA Tanzania Country Programme Officer
Mr. Markku Aho, FINNIDA Forestry Advisor
Ms. Leena Vallinkoski-Sipilä, FINNIDA Training Officer
Mr. Matti Kääriäinen, Chief, Evaluation Unit
Ms. Selma Honkanen, Evaluation Unit

Indufor Oy, Helsinki, Finland

Mr. Markku Simula
Mr. Jyrki Salmi
Mr. Petri Lehtonen
Mr. Johan Wasberg
Mr. Tapani Oksanen [meetings in Dar es Salaam]

Finnish Forest and Park Service, Vantaa, Finland

Mr. Matti Määttä
Mr. Tuomo Kotimäki
Mr. Kari Hyytiäinen
Mr. Stig Johansson

Ministry of Tourism, Natural Resources and Environment (MTNRE) Forest and Beekeeping Division (FBD)

Mr. Charles M. Mtuy, Director of Forestry and Beekeeping
Mr. Rawson P. Yonazi, TFAP and Donor Coordinator
Mr. Stephen W. L. Mariki, Computer specialist, Planning Unit
Mr. Dominic V. N. Kiwhele, Head, Beekeeping Section
Mr. Ephraim L. N. Kilon, Beekeeping Officer
Ms. Hadija Ramadhan, Head, Community Forestry Section

Tanzania Wood Industries Corporation (TWICO)

Mr. Mnzava, General Manager (former Director of Forestry and Beekeeping)

Sao Hill Sawmill Ltd.

Mr. I. T. Kuringe, General Manager

Department of Environment

Mr. Eric Kamoga Mugurusi, Director of Environment

National Environmental Management Council

Mr. G. L. Kamukala, Director General

Wildlife Division

Mr. B. N. N. Mbano

Tanzania National Parks (TANAPA)

Mr. Lota Melamari, Director General, Arusha

Ministry of Water, Energy and Minerals

Mr. Sawe, Bioenergy

Ministry of Agriculture

Mr. S. A. Muro, Acting Commissioner for Agriculture and Livestock
(Asst. Commissioner for Crop Development)
Ms. Kaduma, Agricultural Policy
Dr. Gabriel Komba, Asst. Commissioner for Livestock

Institute for Resource Assessment, University of Dar es Salaam

Mr. Mwalyosi, Natural Resources and Environment Unit

Planning Commission, President's Office

Ms. Kamuzora, Senior Economist, Agriculture and Natural Resources

Finnish Embassy

Ms. Seija Kinni, Second Secretary for Development Cooperation
(FINNIDA)

East Usambara Catchment Forest Project

Mr. Väinö Turpeinen, Chief Technical Advisor
Mr. M. I. L. Katigula, Project Manager, Tanga Region

Food and Agriculture Organization (FAO)

Mr. Richard Fuller, Representative
Mr. Alan Rogers, Chief Advisor, GEF Biodiversity Project

Tanzania Investment Bank

Mr. E. Lutkamu, Forestry Project Officer

Tanzania Forest Industries Association (TAFIA)

Mr. N. E. Maembe, Chairman
Mr. Swebe, Executive Secretary
Mr. Avelino Kayombo

Tanzanian Association of Non Governmental Organisations (TANGO)

Mr. Mika Khalid, Consultant
Mr. R. Matteru

TANGO Meeting for NGO Input on TFAP Updating, 22 Sept. 1993

Africa 2000 Programme

Ms. Marie Shaba

Journalist Environmental Association of Tanzania (JET)

Ms. Joyce Mhaville

Swedish International Development Agency (SIDA)

Ms. Johanna Palmberg, Programme Officer

Royal Netherlands Embassy

Mr. Jan Wijenberg, Ambassador

Norwegian Development Assistance (NORAD)

Mr. Osvald Haugbotn, Programme Officer

German Development Assistance (GTZ)
 Mr. Rolf Detmering, Country Representative

Institute of Development Studies, University of Helsinki
 Mr. Juhani Koponen [meeting held in Dar es Salaam]

Danish International Development Agency (DANIDA)
 Agricultural Sector Evaluation Team
 Mr. Tom B. Hansen, Head, Evaluation Unit, DANIDA
 Mr. Poul Buch-Hansen, Director, Development Associates

Tanzania Forestry Research Institute (TAFORI)
 Mr. Karanja Murira, Director General

National Tree Seed Centre
 Mr. G. Kallaghe, Coordinator, Morogoro

Zonal Forestry Management Organization (ZOFOMO) for Northern Tanzania,
 Olymotonyi
 Mr. Tarimo, Project Manager
 Ms. Tarimo, Project Manager, Mount Meru Plantations
 Mr. Chilembo, Road construction engineer
 Mr. Masao, Operations Officer
 Mr. Nyabusane, Forest Officer
 Mr. Ollotu, Personnel Officer

Forest Training Institute (FTI), Olymotonyi
 Mr. Ezekiel Ntumbo, Principal

Forestry Catchment Project
 Mr. Raphael Njana, Regional Catchment Forestry Project Officer,
 Morogoro
 Mr. Arnold Karebi, District Catchment Forestry Project Officer,
 Morogoro
 Ms. Lema, Regional Catchment Forestry Project Officer, Arusha
 Mr. Mringo, Deputy Regional Catchment Forestry Project Officer,
 Arusha

SADC Centre for Training in Forestry, Olymotonyi
 Mr. Ole Meiludie, Coordinator, SADC Centre

Arusha Region
 Mr. Christopher Lema, Regional Forestry Officer

Mwanza Region
 Ms. Zebida Maagi, Regional Forestry Officer, Mwanza
 Mr. Gabriel Matuma, Regional Beekeeping Officer, Mwanza

Mara Region
 Mr. Tido Ndanu, Regional Forestry Officer, Musoma
 Mr. F. K. Shayo, Regional Beekeeping Officer, Musoma
 Mr. Shilogile, Forestry Officer, Musoma
 District Beekeeping Officer, Musoma

Village visits:

Kisesa Ward, Magu District, Mwanza Region
Ms. Mary Pombe, Ward Secretary
Women's Group Leader

Kiaramanka, Musoma Rural District, Mara Region

Mr. Mwita Maroba, Village Chairman
Mr. Robert M. Mabeche, former Village Chairman
Ms. Edina Khahangu

(6 other village women and 9 other village men sat in on the discussions)

Workshops Attended

Environmental NGOs in the Implementation of the TFAP, TANGO Workshop,
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Tanzania Forestry action Plan: Implementation and Future Strategies,
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participants).

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ANNEX 1. Terms of Reference

Ministry for Foreign Affairs
Finnish International Development Agency
FINNIDA

September 1, 1993

TERMS OF REFERENCE FOR THE REVIEW OF THE IMPLEMENTATION SUPPORT PROJECT OF THE TANZANIA FORESTRY ACTION PLAN (TFAP)

1. INTRODUCTION

1. Background

The "TFAP: Support to Implementation" project is a joint undertaking by the Government of Tanzania (GOT) and FINNIDA. It has basically aimed at consolidating the achievements of the TFAP, which was adopted by GOT in November 1989. After an initial bridging period, the project has been operating since mid-1991 and it is scheduled to terminate at the end of 1993. The implementing agency on the Tanzanian side is the Forestry and Beekeeping Division (FBD) of the Ministry of Tourism, Natural Resources and Environment. Finnish support has been channelled through Indufor Ky, the consulting company which also was contracted to provide support for the preparation of the TFAP.

The two Governments have had tentative discussion concerning continuation of the support to the TFAP but no commitments have been made so far.

2. Project Objectives

The Project has the following development objective:

Improved capacity of the Forestry and Beekeeping Administration (FBD and regional and district administration) to manage, monitor, evaluate and promote forestry sector development in Tanzania.

The immediate objectives of the project are:

1. An effective information system for monitoring TFAP implementation established.
2. Improved inter-agency coordination and enhanced participation of various agencies, the private sector, NGOs, etc. in TFAP implementation.
3. An updated TFAP and the draft sectoral Five-Year Development Plan 1993/94-1998/98 prepared.
4. Improved donor coordination and participation in the TFAP implementation.

5. Improved availability of guidelines, handbooks and training material for selected target groups on strategic areas of TFAP implementation.
6. Improved capacity of the regional and district-level forestry staff in regional TFAP planning, project preparation and implementation.
7. Increased participation of various non-governmental parties in TFAP implementation.
8. Increased people's awareness on forest conservation.
9. Tanzania Forest Industries Association (TAFIA) fully established and operating on a sustainable basis.

For additional information, a reference is made to the project documentation.

3. Notes on the TFAP

The Tanzanian TFAP has been quite widely considered to be a successful forestry sector planning exercise carried in the developing world during the recent years. This is mainly due to the project strategy which featured active participation by the national authorities (as opposed to a donor controlled project); the project also encouraged grass-root and NGO participation. At the same time, the development programmes outlined in the Plan were carefully drafted and indeed cover the entire sector.

On the other hand, the TFAP process has also been criticized, both by outsiders as well as by those who have participated in it, e.g., the following issues have been raised:

- TFAP may have not been able to outline a clear enough focus for Tanzanian forestry. If a sectoral planning exercise is very comprehensive, there is a risk that it will exceed the implementation capacity of the sectoral authorities.
- TFAP may have not paid enough attention to traditional forestry, such as plantation forestry and forest industries.
- TFAP may have not been able to establish proper sectoral coordination; e.g., the Government may not be able to channel the available funds efficiently to forestry activities. In other words, the capacity-building strategy may have failed and, in fact, only resulted in inefficient implementation.
- TFAP documentation (studies, analyses, plans) is of high quality but, in many instances, appear to be removed from the Tanzanian reality.
- TFAP may have not been able to institute true grass-root participation in forestry sector planning.

- By concentrating on grass-root participation, TFAP may have forgotten the role of top-level policy makers.

The above examples are based on informal discussion as well as on project documentation. It is stressed here that they do not necessarily represent the views of the two Governments but, rather serve as examples of the wide spectrum of opinions expressed by a number of parties.

3. PURPOSE OF THE REVIEW

This review has three distinct purposes:

- Assess the performance of the Project itself.
- Contribute to the ongoing TFAP updating process as well as to the efforts by FBD to re-establish the focus of their activities.
- assist GOT and FINNIDA to determine possible future cooperation needs in TFAP implementation.

It is noted here that the review would not attempt at an in-depth assessment of the entire TFAP process since its inception. Rather, the review would provide insights into the challenges of implementing such a comprehensive programme.

3. SPECIFIC TASKS

1. Project performance

The review will analyze the project performance, with a specific focus on two aspects: (i) achievement of objectives, and (ii) sustainability of project impacts.

Achievements: The fundamental question to be asked is: has the project really contributed to a revitalization of the tanzanian forestry sector? Or, if it has not, what failed? Was the project design faulty, or were the shortcomings mainly in implementation?

thus, the review would have to take a critical look on project objectives, indicators, outputs and activities. These would be assessed, wherever appropriate, in quantitative and qualitative terms. Furthermore, the project design would have to be discussed from the point of view of the logical framework approach - i.e. whether the assumed links between activities, outputs and objectives really did exist.

The roles, responsibilities, and performance of various parties would also be analyzed. This would include FINNIDA, various Tanzanian authorities and institutions, as well as the consultant company.

Cost-effectiveness is also an issue: could the same results have been achieved with less input?

Sustainability: The project may possibly boast a number of significant achievements, but are these of permanent nature?

This question could be analyzed in the light of a number of factors which, according to wide international experience, have proved to be closely linked with project sustainability:

- Policy environment: A major aim of a TFAP preparation process is to lay the groundwork for new sectoral policies and legislation. These, in turn, would then provide the policy environment which is necessary for the success of various sectoral policies and programmes. On the other hand, the new sectoral policies would have to be in line with the overall economic and social policies.

The review would examine these aspect. Relevant questions would be: how has the project been able to promote establishment of new sectoral policies? Are these compatible with overall GOT economic policy?

- Establishing and upgrading the capacity of various Tanzanian institutions to contribute to forestry development has been perhaps the core of project activities. This institutional capacity-building is supposed to have covered both the public and the independent sector.

The project implementation strategy stresses that the national authorities have the overall responsibility for all operations. The review would have to specifically analyze the project's contribution to building up this GOT institutional capacity.

Furthermore, the roles of the public and private sectors in forestry sector development would have to be discussed. GOT is now facing serious retrenchment, which would imply that the state may not be able to take on new responsibilities. How has the project addressed this issue? Or has the project added on the GOT administrative burden, thus creating new constraints instead of removing them? This can be seen from a management perspective: are the GOT/FBD resources now effectively employed, performing essential duties only?

- Financial soundness is also a necessary precondition for sustainability, and it is closely linked with capacity building aspects. The review would assess this, asking for example: will the various partners be able to finance their improved planning activities without external support?

Employing appropriate technology in a project is also widely recognized to be of crucial importance in securing a lasting impact.

In this project, this would mainly involve the planning methodology. In various international forums, TFAP methodology has been widely discussed and much efforts has been put towards perfecting the planning process. (It is noted here that the

implementors of the Tanzanian TFAP have made a significant contribution to these efforts.) A natural question is: would this methodology, and the various processes involved, be too sophisticated for the Tanzanian context? Is it reasonable to expect that an administration, which even has difficulties in carrying out its traditional duties, could absorb and adopt these new planning tools? Or, has the introduction of these tools actually helped the administration to work more efficiently?

2. Future focus

The project and FBD are now in the process of updating the TFAP. At the same time, the new FBD leadership has provided a vision on the future focus of forestry activities in Tanzania. According to a recent statement, this would involve concentrating on the following areas of emphasis:

- making full use of the existing professional and technical staff in the country;
- strengthening institutions;
- revising forest policy and forest ordinance;
- preparing plans which are coordinated from ward to national level;
- management of natural forests;
- farm forestry;
- industrial plantations;
- forest industries;
- beekeeping;
- environmental protection;
- forest extension;
- training; and
- research.

(See appendix 1. for the full text of the above statement. Appendix 2. provides a flow chart of the TFAP updating process.)

It is envisaged that the review could make a contribution to the TFAP updating process and practical policy formulation through its analysis of the project performance. It is noted here that the review is not expected to produce another comprehensive plan, but, rather, an informed expert opinion on some salient aspects.

The review would, in particular, produce information for GOT authorities to define the sectoral development priorities. The main questions to be asked would be:

- What would be the principal constraints in sectoral development? Which ones of these are the easiest to remove?
- Where does the FBD have its greatest strengths? Similarly, where are the opportunities which could readily, or with a minimum additional input, be exploited?

Furthermore, the review would discuss the implications in Tanzania of some recent initiatives, both at the international and national level. In particular, these include the outcome of UNCED as well as

the very recently drafted national Conservation strategy for Sustainable Development. What is the impact of these to the setting of forestry priorities? Would they bring along additional responsibilities? How might these be shared?

Finally, the review would provide insights on what specific steps would be feasible within TFAP implementation with regard to alleviation of poverty and enhancement of people's participation.

3. Future cooperation

The two Governments would mainly be interested in answers to the following questions:

- By and large, would the Tanzanian TFAP implementation still need such core support as has been provided through this project?
- If so, what would be the specific objectives of such cooperation?

The objectives of the current project mostly stipulate that various matters should be "improved" or "increased". If further support is required, would this imply that the "improvement" or "increase" has not been sufficient? If so, what would be enough?

Or has the current project overlooked some important areas? Which ones?

- What would be the best mode of providing such support? Here, one has to draw a careful balance between immediate results, capacity building, and cost-efficiency.

Currently, from the point of view of the donor agency, the cooperation includes provision of consultancy services and some material support as well as some direct intellectual support to local coordination functions. The consultancy services are provided through one company, whose experts visit Tanzania regularly - there are no long-term resident expatriate staff. Would there be other, better ways?

4. MODE OF WORK

The TFAP in Tanzania has stressed the process as much as, or even more than, the physical outcome. The same would partly hold true for the review: it is one essential part of the TFAP updating process, and it is supposed to contribute to the overall forestry development objectives.

The review is envisaged to involve at least the following:

- A study of the TFAP process. As said, this would not be an in-depth assessment but, rather, a first step necessary for meaningful further inquiry. It would also include an overview of the TFAP documentation.

- A review of the current project design and implementation, as set against the TFAP process.

- It is suggested here that the review place special emphasis on soliciting the informed views of all the participants in the TFAP design and implementation process. This could be done, e.g., through surveys and interviews, carried out both in Tanzania elsewhere where appropriate.

- Analysis and conclusions from the above. These would first be summarized in a draft document, to be circulated widely amongst the interested parties for comments. Based on these, the document would be finalized. it is underlined here that the document would only represent the views of its author(s).

- Discussion on the conclusions and recommendations. A one-day workshop could be organized by the project for some key participants, with a specific aim of extracting the most useful lessons and recommendations.

The review will start in September 1993 and take up to three months to complete. It will involve both desk study and extensive work in Tanzania.

World Resources Institute (WRI) will be contracted to carry out the review. The bulk of the work will be carried out by the team leader with her counterpart with additional input from WRI staff members and a number of other sources such as sectoral specialists, aid administrators, GOT officials, private sector, NGOs, etc.

The team members will be:

- Dr. P. Williams, team leader, social forester with special emphasis on participatory development, including institutional, policy and extension issues

WRI staff members, who will be involved in the review:

- Ms. J. Green, programme analyst, natural resources management;
- Mr. P. Veit, ecologist, community-based forest management;
- Mr. B. Carbarle, forester, TFAP specialist;
- Mr. J. Brunner, natural resources information management;

Dr. Williams will carry out the work within eight weeks, all but one week of which would be in Tanzania. Green and (possibly) Brunner will make short trips to Tanzania as part of the assignment; the other two would participate in the initial brainstorming, document review, and finalization of the report. WRI's Natural Resource Policy Consultative Group composed of experts in Africa will also participate in the brainstorming and reviewing the final report particularly concerning the generic capacity building issues.

A Tanzanian will be engaged as a counterpart to Dr. Williams. He/she should have strengths in sectoral strategic planning, public sector management and economics and be familiar with, but not directly involved in the Tanzanian TFAP.

An informal advisory committee of Tanzanians (GOT; NGO, private sector, university, etc.) will be established to guide the process. This group will meet at the beginning and end of the process, but their individual expertise will be more regularly involved.

As new insights and priorities emerge from the review process itself the assignment can be modified in agreement with FINNIDA and FBD.
[See Appendix 3.]

5. AUTHORIZATION

The mission is entitled, and expected, to discuss with various authorities and other pertinent parties any matters relevant to its assignment. However, it is not authorized to make any commitments on behalf of GOT or FINNIDA.

Helsinki, 6th September 1993

SIGNATURE

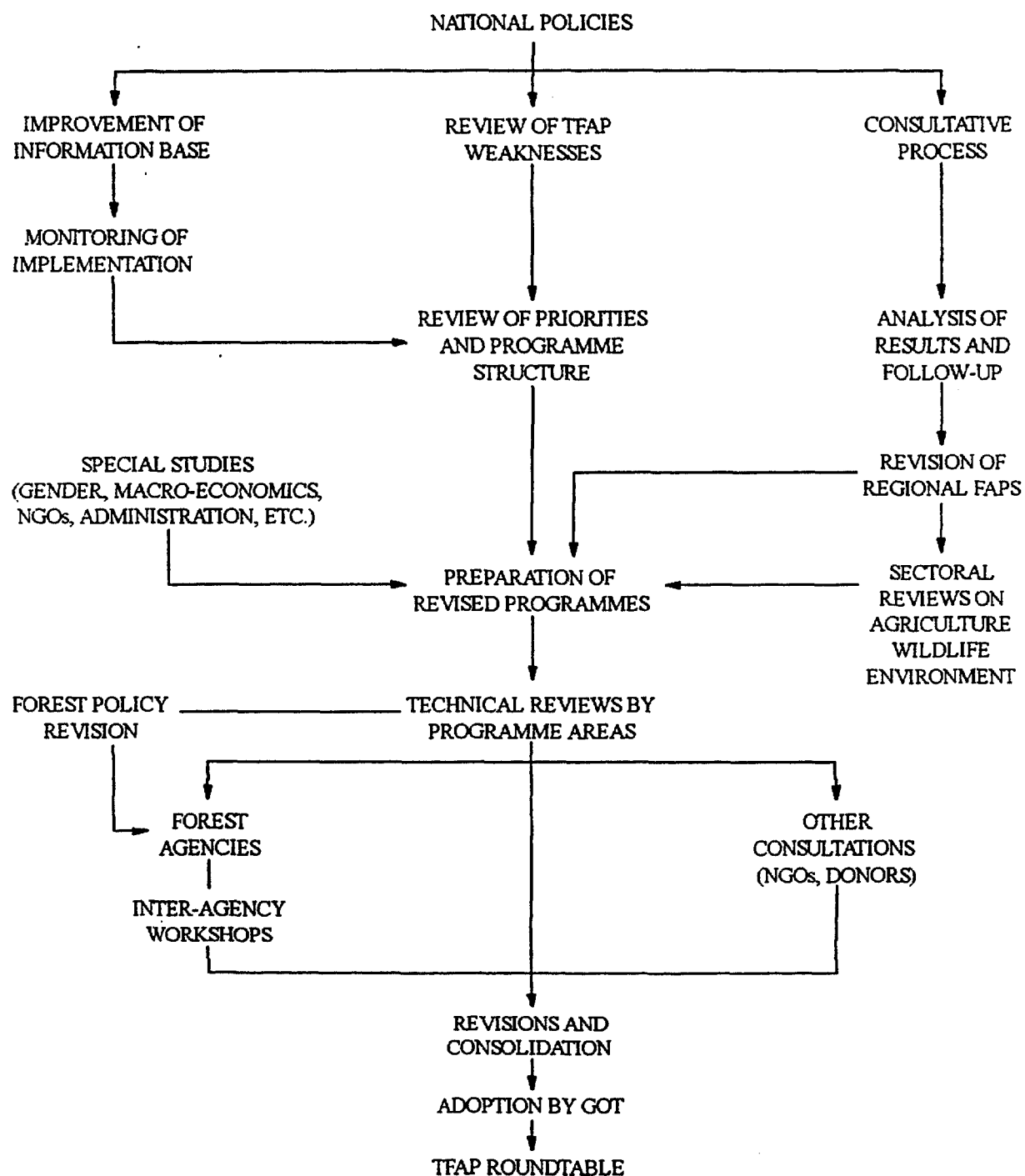
Glen Lindholm, Director
Division for Southern Africa
Finnish International Development Agency

Appendix 1. Mtuy, Charles M. Areas of Emphasis on Future Forest Development in Tanzania. Dar es Salaam: Forestry and Beekeeping Division, February 1993. [Not reproduced here.]

Appendix 2.

TANZANIA FORESTRY ACTION PLAN

FLOW-CHART OF UPDATING PROCESS



Appendix 3. Modifications to Terms of Reference.

Draft Terms of Reference for this Review were prepared on 5 May 1993. On 11 May, FBD sent copies of the draft TOR to various donors and agencies for their comments. Replies were received from the Planning Commission in the President's Office (22 May), the Canadian High Commission (13 May), the Royal Netherlands Embassy (18 May), the U.S. Agency for International Development (14 May), German Technical Cooperation (GTZ) (22 May) and the Swedish International Development Agency (SIDA). These comments, along with those of the Forestry and Beekeeping Division, were forwarded to FINNIDA on 12 August. By the time that these comments were received in Helsinki, FINNIDA had already finalized the Terms of Reference. The Review Mission, however, tried to take note of the major suggestions recommended by the various reviewers.

With concurrence from FINNIDA, the World Resources Institute asked Dr. P. Gilruth, an environmental information specialist on the staff of the United Nations Sudano-Sahelian Organization (UNSO), to replace Mr. J. Brunner on the Review Team. Dr. Gilruth's assessment of the information systems component of the Review complemented his work for UNSO, assisting the National Environment Management Council (NEMC) in conducting a workshop on Environmental Information Systems, held in Morogoro 18-22 October 1993. Of the WRI staff members, it was Mr. P. Veit, rather than Ms. J. Green, who visited Tanzania briefly to assist with the Review.

Dr. Aku O'Kting'ati, the Head of Forest Economics for the Forestry Faculty at Sokoine University of Agriculture, in Morogoro, Tanzania, was selected as the Tanzanian member of the Review Team. A five-member Tanzanian Advisory Committee was also chosen to assist the Review Team.

FINNIDA project design and evaluation documentation also guided the Review Team's work. In early November 1993, the FINNIDA Evaluation Unit requested that the Review Team provide detailed findings so that the readers could draw their own conclusions. FINNIDA also requested that the following aspects of sustainability be explicitly addressed: (1) policy and legal issues, (2) appropriate technology, (3) environmental protection, (4) sociocultural and legal aspects/community participation, (5) institutional and management capacity building, (6) financial soundness, and (7) risks, assumptions, and flexibility. FINNIDA's evaluation guidelines further specify that gender issues be considered with respect to these sustainability issues.

In late November 1993, the Review Team proposed to present its findings in two reports. One report, concerning the evaluation of the FINNIDA-assisted Project, would be primarily of interest to FINNIDA, FBD, and the Consulting Company. The other report, to consider broader issues of TFAP implementation, updating, and needs for building capacity in forestry in Tanzania, would be of interest to a wider audience, both within and outside of Tanzania. This issue was discussed with the Review Advisory Committee, the World Resources Institute, FINNIDA, and the FBD.

Two draft reports were submitted in December 1993. Additional meetings were held in Tanzania in February and March 1994 to discuss the draft reports. Two summary reports were drafted in March 1994. Based upon the review comments, all reports were finalized in April 1994.

ANNEX 2.

Cost-Effectiveness: Inputs and Outputs by Project Component

Information systems

From July to December 1991, 0.110 million FIM was spent on information systems, or 6 percent of the total budget of that half of 1991. In this period, FOPRO was adopted and tabulation of forestry annual statistics was done. The first draft of regional forest statistics 1989/90 was distributed in a Ministerial meeting. Mr. Faye visited Tanzania to train staff on data base systems and computer system improvements.

For January to June 1992, again about 0.110 million FIM was used on information systems and produced forest statistics of 1989/90. The questionnaire for 1990/91 forest statistics was completed. Two computer units and a photocopier were installed within the Planning Unit (TFAP CU).

Between July and December 1992, less money, approximately 0.07 million FIM, on information systems with outputs mainly centred on project data base, monitoring of implementation as well as procurement of equipment. In this period, FBD staff training continued on computer use.

For January-June 1993, information system expenditures had increased, as a percentage of total semiannual expenditures, from 6 to 10 percent between 1991 and 1993, the actual expenditure had decreased to 0.075 million FIM. Ongoing activities continued: these included training of two FBD staff members and ensuring that the data base programme was fully operational. Other outputs included the first monitoring report on TFAP implementation (covering January 1990 - June 1992), and the continued compilation of forest statistics for 1991/92 and that of 1992/93.

As of November 1993, work is still continuing on the 1991/92 and 1992/93 statistics. Expenditures for July - September 1993 were 0.021 million FIM, or 8.2 percent of the expenditures for that quarter.

Regional- and district-level planning

For July - December 1991, 0.75 million FIM, or 42 percent of that period's expenditures, was used in formulating regional and district level plans. The third training course in project planning and implementation (29 July - 9 August) was undertaken for 10 regions. The consultant visited the participating regions for on-the-job training and advice.

From 3 to 15 February 1992, a fourth training course on project formulation was conducted. Other outputs during January - June 1992 included preparation of projects for two regions. An estimated 0.510 million FIM, or 35 percent of the period's expenditures, was spent on regional and district level planning. When the last half of 1991 is compared with the first half of 1992, it appears that the latter is more costly, which may be due to the high cost of the FTP trainers. The high use (9 months) of expatriate consultants in the regional and district plans for the last half of 1991 and first half of 1992 contributed 1.260 million FIM expenditures, or 21 percent of the total 6 million FIM budgeted for the Project.

In the subsequent periods, expenditures dropped from 0.510 million FIM in the first half of 1992 to 20,000 FIM for the second half of 1992 (3 percent), and 44,000 FIM for the first half of 1993 (6 percent), and 12,000 FIM (5 percent) for the third quarter 1993. The outputs were mainly preparation of the regional and district projects, and preparation of 20 Regional Forestry Action Plans. Regional workshops and seminars continued during July-December 1992. In early 1993, a workshop was held for all senior forest officers, including some Regional and District Foresters.

Inter-agency and Donor Coordination

The expenditures to support interagency and donor coordination have been relatively low. From July 1991 through June 1993, interagency coordination costs have fluctuated between 2 and 4 percent of the semiannual budget expenditures, while donor coordination costs have fluctuated between 2 and 3 percent.

Interagency coordination activities have included Steering Committee meetings, an interagency seminar in Mwanza Region in 1991, and English translation of the Prime Minister's Circular on the Environment. The last two Steering Committee meetings were held in January and September 1992. It is unclear, therefore, why 29,000 FIM was spent in the first half of 1993, considering the limited outputs for this period (as compared with expenditures of 30,000 FIM for the first half of 1992 when more was accomplished).

With respect to donor coordination, the Project has held several donor meetings between 1991 and 1993. Reports on donor activities -- the Work Programme for Implementation of Donor Assisted Activities and the Project Pipeline Status Report -- have been updated several times.

Special Studies, Guidelines and Training Materials

This expenditure item has maintained between 3 and 5 percent of the semi-annual funds between July 1991 and December 1992, consuming 0.150 million FIM during the period. The figure jumped to 0.096 million FIM, or 13 percent, of the budget for the first half of 1993. The rise in expenditures for the early part of 1993 was due to payment on finalization of some earlier studies. This area involved 10 months of local consultants' work and 2 months' of expatriate consultants' work.

Total expenditure is about 5.5 percent of that total budget, and may be considered funds properly utilized. On the other hand, the expert opinions expressed in these special studies are yet to be more broadly discussed, to decide upon how to use the ideas and recommendations.

NGO Involvement

The first heavy injection of funds to support NGO involvement occurred between July and December 1991, when 0.290 million FIM, or 16 percent of the funds for that period, were spent. The outputs during this period were: completion of preparations for a NGO training course on mass mobilization; report on the development of rural production systems; and a seminar on the environment organized by the JET.

Subsequently, from January 1992 to September 1993, a total of 0.138 million FIM, or 2.3 percent of the total budget, was spent with the following outputs: holding of a workshop on mass mobilization for sustainable rural production (14-25 January 1992 in Morogoro), production of a report on the workshop, a study of participation of NGOs in the forestry sector, and a NGO workshop on TFAP updating (22 September 1993 in Dar es Salaam). These activities have involved 7 months of local consultants' support and 6 months of expatriate consultants' work.

Public awareness and village consultative process

The public awareness creation and consultative process has consistently maintained a high level of expenditure since the beginning of the Project. Its share of the semiannual budgets has ranged between 10 and 16 percent, with a total expenditure of 0.539 million FIM by June 1993. The allocation for July-September 1993 has been much lower, only 0.018 million FIM, probably marking a transition period in activities. These activities have involved 8.5 months of local consultants' and 3.5 months of expatriate consultants' work.

Several outputs have been achieved. Guidelines and instructions for the consultative process were prepared. As of March 1993, 581 village consultation meetings had been undertaken between villagers and foresters. This consultative process was supported in 16 regions by the FINNIDA-assisted Project, and in 3 regions financial support was obtained from SIDA. Although a breakdown by individual activity was not provided, probably most of the funds for this Project component were spent on the consultative process.

The Kiswahili summary of the TFAP, Tunza Miti Ikufae, was reprinted and distributed. Radio programmes for increasing awareness on forestry issues were intensified. Between October and December 1991, the report on forestry and environmental issues in primary, secondary and adult education were delivered to NEMC for consideration in the committee on environmental education.

Public awareness-raising activities and use of various mass media have also been supported by a number of other donors and projects, e.g., distribution of booklets, posters, and calendars. In evaluating cost-effectiveness of individual activities, the cumulative impact needs to be considered.

Industrial development

According to the semiannual budget expenditures, between 3 and 5 percent has gone to support industrial development activities. Additional funds listed under the recurrent costs have also supported this component. From July 1991 to June 1992, a total of 0.14 million FIM was spent, and from July 1992 through September 1993, an additional 0.05 million FIM. This Project component has used a total of 5 months of local consultants and 4.5 months of expatriate consultants.

These funds have been used for training workshops, a survey, and support to the Tanzania Forest Industries Association (TAFIA). Workshops have been held on the development of small-scale forest industries in northern Tanzania, and a seminar on investment promotion. TAFIA has received

support in terms of office rental, a photocopy machine, support for production of TAFIA Newsletters No. 1 and 2, and TAFIA's second annual meeting. It has also been possible for ten TAFIA members to participate in training at FITI on small-scale sawmilling.

An objective was that by the end of the Project period, TAFIA would be raising at least 50 percent of its own funding. Due to slow achievement of objectives, the Project staff have decided to terminate support for TAFIA. Operations by TAFIA cannot be said to be cost-effective if the organization is facing loss of core support before it is able to sustain itself. This situation places many planned activities in jeopardy.

Updating of TFAP Documents

The TFAP updating exercise has gradually increased its expenditures from 0.050 million FIM, or 3 percent, for the period July-December 1991 to 0.158 million, or 22 percent, for January-June 1993, and 40 percent for July-September. For the overall budget, this component is one of the more significant. To date, a total of 18 months of local and 1.5 months of expatriate consultants have been used. The outputs have been a series of special studies and reviews.

The cost effectiveness of updating the Plan is difficult to address. As the TFAP was designed to cover a period of 18 years, from 1990/91 through 2007/08, it may seem premature to update the Plan after less than 4 years of implementation. Nonetheless, major macro policy changes have occurred, resulting in greater emphasis on the private sector and NGOs, and public participation, and efforts to reduce government activities. Important experience and insights have also been achieved through the village consultations, development of Regional Forestry Plans, and the first few years of implementing TFAP projects and programmes.

To make the process cost-effective, it is vital that maximum participation in the process be achieved. It will be important, therefore, to broaden the participation in the TFAP updating process.

Local Recurrent Costs

The local recurrent costs have averaged 19.1 percent of the Project expenditures, ranging from 10 to 46 percent for different semiannual periods. As noted in Table 4, such expenditures cover operating expenses for the TFAP Coordinating Unit and local Project administration, such as the Project vehicle, other transport, secretarial, photocopy, office materials, communication, and support services. During the periods December 1992 through March 1993 and June through September 1993, these costs account for 40 percent of the total recurrent expenses. During this same period, recurrent expenses also include some local costs for workshops (35.3 percent), consultancies (6.8 percent), regional support (1.0 percent), TAFIA and industrial development (10.4 percent), TANGO (5.8 percent), and TAFORI (0.7 percent).